



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)”

Last update: 25.05.2023

Table of Contents

I.	Introduction	3
II.	Legal frameworks.....	5
III.	Investigations and prosecution.....	7
IV.	Jurisdiction rules	10
V.	International cooperation.....	12
VI.	Assistance to victims.....	15
VII.	Civil society involvement and cooperation.....	16
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.....	18
IX.	Education for children.....	20
X.	Higher education curriculum and continuous training.....	22
XI.	Research.....	24

I. Introduction

Protecting children from sexual exploitation and sexual abuse facilitated by information and communication technologies (ICTs) is a common challenge faced by all States. The often transnational nature of these offences makes international cooperation of the utmost importance especially to identify and protect victims as well as to identify and prosecute perpetrators.

The Council of Europe [Convention on the Protection of Children against sexual exploitation and sexual abuse](#) (“Lanzarote Convention”) is a comprehensive instrument that sets out the applicable standards necessary to:

- Prevent child sexual exploitation and abuse, including where this is facilitated by ICTs;
- Protect victims;
- Prosecute perpetrators; and
- Promote national and international co-operation to strengthen these actions.

The [Committee of the Parties to the Lanzarote Convention](#) (“the Lanzarote Committee”) monitors the implementation of the Convention in thematic monitoring rounds. This allows for all Parties to be monitored simultaneously on the same theme.

Particularly concerned by the exponential increase in offences committed using child self-generated sexual images and/or videos (CSGSIV), the Lanzarote Committee decided to dedicate its second monitoring round to this topic. The 43 States that were Party to the Convention at the time the monitoring round was launched took part, including Hungary.

The [implementation report](#) adopted by the Lanzarote Committee in the context of this monitoring round is based on information provided by [State Parties](#) and [other stakeholders](#) in response to a questionnaire. The implementation report also contains information received from 306 [children](#) in 10 Parties who chose to participate.

The Lanzarote Committee’s recommendations to improve or reinforce the protection of children against sexual exploitation and sexual abuse can be found in boxes in each of the 10 thematic chapters. The key messages resulting from the children’s participation are also reflected throughout the whole report. Each chapter also includes examples of promising practices.

The Lanzarote Committee indicates the different levels of urgency applicable to the recommendations made by using the following terms:

- **“Require”**: when the steps recommended correspond to obligations arising from the Lanzarote Convention, as clarified by its Explanatory report;
- **“Request”**: when the steps recommended correspond to obligations arising from the Lanzarote Convention, as clarified by documents adopted by the Committee (e.g. previous monitoring round findings, opinions, other)¹;
- **“Invite”**: when the steps recommended correspond to promising practices or other measures to enhance protection of children against sexual violence even beyond specific requirements of the Lanzarote Convention.

This factsheet is based on the implementation report and has been prepared by the Lanzarote Committee Secretariat as a practical tool to be used by Hungary to clearly identify the relevant recommendations and actions addressed by the Lanzarote Committee to it. Therefore, it does not include updated information on measures implemented by the Parties since the adoption of the report in March 2022. Parties are encouraged to inform the secretariat of any relevant measures implemented

¹ See Rule 30 (General comments, proposals and opinions) of the Lanzarote Committee’s Rules of Procedure.

after that date, which may have an impact on the Committee's analysis and recommendations by completing this [online form](#) or by email to lanzarote.committee@coe.int.

Key findings of the implementation report as to all Parties

The Committee raised particular concerns that in the vast majority of State Parties, children are at risk of criminal liability in relation to their own self-generated materials, and that many Parties do not provide for the specific offence where a child is a victim of extortion involving the use of its CSGSIV.

Strengthening international cooperation was identified as of particular importance in this context, given that these offences often contain a transnational element. The Lanzarote Committee also called on Parties to establish jurisdiction where any constituent element of an offence takes place within their territory.

Many Parties were found to provide mechanisms to facilitate reporting of these crimes but without providing specific services to support and assist children who have been victims of online sexual abuse to recover. Lack of public awareness and education, including among children, about the specific risks associated with ICT facilitated sexual abuse and self-generated content was also identified as a common challenge.

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.² 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.³ 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.⁴ 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.⁵

- 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.⁶

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.⁷

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.⁸ The offence of corruption of children may also be established.⁹

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,¹⁰ as well as for the aggravated case of sexual coercion, or sexual violence committed by violence or direct threat to life or physical integrity.¹¹ It would also prosecute the conduct relating to the possession of the

² Para. 71

³ Para. 72

⁴ Para. 74

⁵ Para. 82

⁶ Recommendation II-9

⁷ Para. 95.

⁸ Para. 97

⁹ Para. 100

¹⁰ Para. 102

¹¹ Para. 104.

initial child sexual image or video as an offence related to “child pornography” under Article 20 of the Convention.¹²

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.¹³

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

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;¹⁶
- 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;¹⁷
- to introduce in their legal framework a definition of “child sexual abuse material” in line with its Recommendation II-1 above;¹⁸
- to contemplate appropriate legal responses to conduct involving non-visual self-generated sexual material produced by children in the context of offences covered by the Convention;¹⁹
- to adopt legislative or other measures which

- 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;¹⁴

- to ensure that sexual extortion of children involving CSGSIV is investigated and prosecuted.¹⁵

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;²⁰

- 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;²¹

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;²²
- 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.²³

¹² Para. 103

¹³ Para. 106

¹⁴ Recommendation II-11

¹⁵ Recommendation II-12

¹⁶ Recommendation II-1

¹⁷ Recommendation II-2

¹⁸ Recommendation II-3

¹⁹ Recommendation II-4

²⁰ Recommendation II-7

²¹ Recommendation II-10

²² Recommendation II-6

²³ 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.²⁴ The NBI Cybercrime Department is able to conduct separate complex forensic examinations.²⁵ 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.²⁶ 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.²⁷ As regards prosecution, Hungary has specialised prosecution services which handle ICT facilitated sexual offences committed by children.²⁸ Training for law enforcement agents is provided by the Party,

as well as by external organisations.²⁹ Hungary also has specific law enforcement training on production, possession, distribution or transmitting of CSISIV, and ICT facilitated coercion or extortion.³⁰ 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.³¹ 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.³²

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.³³ 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.³⁴

²⁴ Para. 116

²⁵ Para. 121

²⁶ Para. 125

²⁷ Para. 133

²⁸ Para. 138

²⁹ Para. 148

³⁰ Para. 153

³¹ Para. 161

³² Para. 164

³³ Para. 180

³⁴ 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;³⁵
- 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.³⁶

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;³⁷
- 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;³⁸
- 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;³⁹

- to ensure that units, services or persons within courts responsible for ICT-facilitated sexual offences against children have sufficient specialisation in offences involving CSGSIV;⁴⁰
- to ensure that training on the challenges raised by CSGSIV and ICT facilitated coercion or extortion of children is available to judges;⁴¹
- 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.⁴²

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;⁴³
- 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;⁴⁴
- 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.⁴⁵

³⁵ Recommendation III-3

³⁶ Recommendation III-7

³⁷ Recommendation III-4

³⁸ Recommendation III-5

³⁹ Recommendation III-9

⁴⁰ Recommendation III-10

⁴¹ Recommendation III-19

⁴² Recommendation III-24

⁴³ Recommendation III-14

⁴⁴ Recommendation III-20

⁴⁵ Recommendation III-21

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;⁴⁶
- 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;⁴⁷
- 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;⁴⁸
- 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;⁴⁹
- 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.⁵⁰

⁴⁶ Recommendation III-25

⁴⁷ Recommendation III-29

⁴⁸ Recommendation III-30

⁴⁹ Recommendation III-31

⁵⁰ Recommendation III-32

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.⁵¹

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.⁵²

- 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.⁵³

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

⁵¹ Para. 214

⁵² Para. 216

⁵³ 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.⁵⁴

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.⁵⁵ 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).⁵⁶

- 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.⁵⁷

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 CSISIV are involved when committed by one of their nationals,⁵⁸

- 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.⁵⁹

⁵⁴ Para. 218

⁵⁵ Para. 231

⁵⁶ Para.232.

⁵⁷ Recommendation IV-9.

⁵⁸ Recommendation IV-7

⁵⁹ 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.⁶⁰

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.⁶¹ 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).⁶² 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.⁶³ It also specifically mentioned cooperation with Interpol regarding the blocking of illegal content through the use of the worst-of list from this institution.⁶⁴

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).⁶⁵

⁶⁰ Recommendation V-1

⁶¹ Para. 255

⁶² Para. 259

⁶³ Para. 262

⁶⁴ Para. 265

⁶⁵ 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.⁶⁶

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;⁶⁷
- to assess on a regular basis the difficulties that they face when dealing with international cooperation and remedy them;⁶⁸
- 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;⁶⁹
- 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;⁷⁰
- 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;⁷¹
- 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;⁷²
- 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;⁷³
- to assess, develop and strengthen cooperation between them to protect and provide assistance to victims in matters related to CSGSIV;⁷⁴
- 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;⁷⁵
- 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;⁷⁶
- 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;⁷⁷
- to analyse the possibilities to expand international cooperation with countries which are not Parties to the Convention, on

⁶⁶ Recommendation V-3

⁶⁷ Recommendation V-4

⁶⁸ Recommendation V-5

⁶⁹ Recommendation V-6

⁷⁰ Recommendation V-7

⁷¹ Recommendation V-8

⁷² Recommendation V-9

⁷³ Recommendation V-10

⁷⁴ Recommendation V-11

⁷⁵ Recommendation V-12

⁷⁶ Recommendation V-13

⁷⁷ Recommendation V-14

investigation and proceedings concerning the offences established in accordance with the Convention, in matters related to CSGSIV;⁷⁸

- 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;⁷⁹

- 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.⁸⁰

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.

⁷⁸ Recommendation V-15

⁷⁹ Recommendation V-16

⁸⁰ 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.⁸¹ 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.⁸² In addition, Hungarian law specifies the child's right to access help even without parental consent,⁸³ and the government provides moral and financial compensation to victims of crime, including children victims of sexual abuse.⁸⁴

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;⁸⁵
- 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.⁸⁶

⁸¹ Para. 277

⁸² Para. 288

⁸³ Para. 291

⁸⁴ Para. 293

⁸⁵ Recommendation VI-2

⁸⁶ 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.⁸⁷ 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.⁸⁸ The Committee also observes that Hungary favour cooperation with civil society representatives through working groups.⁸⁹ 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.⁹⁰

As regards civil society involvement in prevention activities, Hungary has prevention projects and programmes on violence against children,⁹¹ preventive and awareness-raising activities to minimise the risk of abuse that

children face online,⁹² and projects specifically aimed at educating and raising awareness of children on the issue of CSGSIV.⁹³ 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.⁹⁴ Hungary also has civil society programmes meant to assist victims of offences related to CSGSIV.⁹⁵ Telephonic and electronic helplines in Hungary concern violence in the digital environment.⁹⁶ 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.⁹⁷

⁸⁷ Para. 308

⁸⁸ Para. 311

⁸⁹ Para. 312

⁹⁰ Para. 315

⁹¹ Para. 319

⁹² Para. 320

⁹³ Para. 321

⁹⁴ Para. 323

⁹⁵ Para. 327

⁹⁶ Para. 328

⁹⁷ 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 CSISIV;⁹⁸
- 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;⁹⁹
- to support civil society to carry out projects and programmes that include the issue of CSISIV;¹⁰⁰ 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 CSISIV.¹⁰¹

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.

⁹⁸ Recommendation VII-3.

⁹⁹ Recommendation VII-4.

¹⁰⁰ Recommendation VII-5.

¹⁰¹ Recommendations VII-6, VII-7.

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.¹⁰² 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.¹⁰³ 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.¹⁰⁴ 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.¹⁰⁵

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;¹⁰⁶
- 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;¹⁰⁷

- 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;¹⁰⁸

¹⁰² Para. 361

¹⁰³ Para. 364

¹⁰⁴ Para. 365

¹⁰⁵ Para. 371

¹⁰⁶ Recommendation VIII-1.

¹⁰⁷ Recommendation VIII-2.

¹⁰⁸ Recommendation VIII-3.

- to have available awareness-raising tools, materials, and activities suitable for children with disabilities;¹⁰⁹
- 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;¹¹⁰
- 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;¹¹¹
- 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;¹¹²
- 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;¹¹³
- 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.¹¹⁴

¹⁰⁹ Recommendation VIII-4.

¹¹⁰ Recommendation VIII-5.

¹¹¹ Recommendation VIII-6.

¹¹² Recommendation VIII-7.

¹¹³ Recommendation VIII-8.

¹¹⁴ 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.¹¹⁵ 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.¹¹⁶

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.¹¹⁷

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;¹¹⁸
- 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);¹¹⁹
- to consistently involve children in the

- development of internet safety awareness programmes;¹²⁰
- to ensure that there is a standing national internet safety resource, with an ongoing programme of activities;¹²¹
- 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;¹²²
- to provide information to children on the risks of child sexual exploitation and abuse facilitated by ICTs, including CSGSIV, within a more general context of sexuality education;¹²³
- 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.¹²⁴

¹¹⁵ Para. 384

¹¹⁶ Para. 401

¹¹⁷ Recommendation IX-3.

¹¹⁸ Recommendation IX-1.

¹¹⁹ Recommendation IX-2.

¹²⁰ Recommendation IX-4.

¹²¹ Recommendation IX-5.

¹²² Recommendation IX-6.

¹²³ Recommendation IX-7.

¹²⁴ Recommendation IX-8.

Promising practices

In Hungary, programmes to prevent the risks that children face when producing and/or sharing CSRSIV 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.

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.¹²⁵ 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.¹²⁶ 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.¹²⁷

- 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.¹²⁸

¹²⁵ Para. 411

¹²⁶ Para. 412

¹²⁷ Para. 416

¹²⁸ 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;¹²⁹
- 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.¹³⁰

¹²⁹ Recommendation X-2.

¹³⁰ 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.¹³¹ It also informed of its participation for one or several years in the EU Kids Online research.¹³² 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.¹³³

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;¹³⁴
- 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.¹³⁵

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;¹³⁶
- 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.¹³⁷

¹³¹ Para. 437

¹³² Para. 440

¹³³ 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](#)

¹³⁴ Recommendation XI-1

¹³⁵ Recommendation XI-4

¹³⁶ Recommendation XI-2

¹³⁷ Recommendation XI-3