



FACTSHEET – THE NETHERLANDS

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 Netherlands 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 the Netherlands

On the exemption of criminal liability of children “producing and possessing” CSGSIV of themselves as clarified by the Committee’s Opinion of 2019

The Committee observes that the Netherlands is among the minority of Parties where there are rules allowing for the criminalisation of production and possession of own CSGSIV, if the child(ren) in question have not reached the legal age for sexual activities.¹

The Committee notes that children who generate and/or possess CSGSIV intended solely for their own private use can be held criminally liable on the basis of Article 240b of the Dutch Criminal code, consisting of the penal provision on “child pornography”. However, the Dutch Supreme Court has ruled in its decision of 9 February 2016² that the text of this provision is overinclusive and that situations appear that grammatically fall under the scope of the provision but are at odds with the aims of the legislator, following from the explanatory documents. In these cases, the criminal judge could decide not to hold the suspect criminally liable. In determining whether such a situation appears, the judge can take into account a number of factors, in particular, the specific acts of the suspect, the age of those involved, the consent of the individuals involved and the absence of any indication of a risk of the image(s) being disseminated among persons other than those involved. This Supreme Court case law is to be codified in legislation.³

- The Committee requests that the Netherlands ensures 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.⁴

Follow-up actions:

On 1 July 2024 the Sexual Offences Act entered into force. This act, which aims to revise Dutch legislation with regard to sexual offences in the Dutch Penal Code fundamentally, also replaced the penal provision on “child pornography”. A new article 252⁵ is the successor of the former Article 240b.

A previous version of the draft law limited criminal responsibility for the consensual creation, possession and sharing of self-made sexual visual material by children aged twelve or older.

The Council of State – a body that advises the government and Parliament on legislation - however, pointed out that international legal obligations, such as the Lanzarote

⁴ Recommendation II-6.

⁵ Article 252:

Whoever distributes, offers, openly exhibits, manufactures, imports, transits, performs, acquires, possesses, or gains access to a visual material which is sexual in nature, or has an unmistakably sexual purport, involving or appearing to involve a child who has apparently not yet reached the age of eighteen, is to be liable to a term of imprisonment not exceeding six years, or a fine of the fifth category.

¹ Paras. 67, 68, 73.

² Supreme Court of the Netherlands, 9 February 2016, ECLI:NL:HR:2016:213. The following link will take you to the ruling of the Dutch Supreme Court: ECLI:NL:HR:2016:213, Hoge Raad, 14/05420 (rechtspraak.nl)

³ Para. 69.

Convention, the Convention on Cybercrime and Directive 2011/93/EU, do not allow exceptions for sharing sexual material of children with others if the depicted child is under sixteen.

Therefore the Netherlands chose to implement a clear policy framework for handling sexual images produced by minors (sexting) by children between twelve and eighteen, ensuring that situations involving, for example, a fifteen-year-old and a seventeen-year-old could be assessed in the same manner. Sexting cases require an assessment on a case-by-case basis, taking into account the degree of consensus in the creation of the images.

The Public Prosecution Service has developed a policy framework to assess these cases and determine whether they should be prosecuted. This framework includes a directive and sentencing guidelines, which are binding (*see below). This policy framework identifies relevant factors for the assessment. Furthermore, a guideline for sexting has been developed. The Public Prosecution Service does not prosecute children if there is consensus between the parties involved, the interests of the minors are not harmed, and the behaviour can be seen as age-appropriate.

- [Staatscourant 2024, 19871 | Overheid.nl > Officiële bekendmakingen \(officielebekendmakingen.nl\)](#).
- [Aanwijzing kinderpornografie \(2024A006\) | Beleid en Straffen | Openbaar Ministerie](#)
- [Pubers in beeld \(sexting\) | Publicatie | Openbaar Ministerie](#)

**Directives (130(6) of the Judiciary Organisation Act) have legal force and bind the Public Prosecution Service on the basis of principles of due process in so far as they concern rules which, according to their content and purport, lend themselves to being applied as rules of law in respect of the persons concerned. Citizens can derive rights from such rules of law. To this end, directives are published in the Government Gazette. The same applies to sentencing guidelines (<https://www.om.nl/onderwerpen/beleidsregels/richtlijnen-voor-strafvordering>), as these*

are directives (within the meaning of Section 130(6) of the Judiciary Organisation Act) regarding the application of sanctions.

Criminalisation of conduct related to “offering or making available” child sexual abuse material (CSAM) and its relationship with the sharing of their own or other children’s self-generated material

The Committee observes that children are potentially criminally liable for the distribution or transmission of their own or other children’s CSGSIV in the Netherlands.⁶

Therefore, the Committee requests that the Netherlands ensures 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.⁷

Follow-up actions:

See above

- 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) Lanzarote Convention.⁸

Follow-up actions:

See above

On the prosecution of conduct amounting to “sexual extortion of children”

In cases where the sexual extortion is intended to procure additional sexual images or videos, the Committee observes that the Netherlands prosecute for offences related to corruption of children, and trafficking in human beings.⁹

In cases where the objective of the perpetrator is to obtain other sexual favours from the child depicted on the images/videos or from another child, it would prosecute for sexual abuse of a child in accordance with Article 18, participation in pornographic performances, corruption of

⁶ Paras. 78, 82.

⁷ Recommendation II-8.

⁸ Recommendation II-9.

⁹ Para. 100

children, and solicitation of children for sexual purposes.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 20.¹¹ Finally, in cases where the sexual extortion is intended to procure a financial gain, the Netherlands would qualify the conduct as extortion or aggravated extortion.¹²

¹⁰ Para. 102.

¹¹ Para. 103.

¹² Para. 106.

Clarification Note in relation to observations on the prosecution of conduct amounting to “sexual extortion of children”

We would like to clarify that multiple articles of law (e.g. extortion, child pornography) may apply to a situation or conduct amounting to ‘sexual extortion of children’.

Each situation is assessed on a case-by-case basis to determine where the focus lies and what is most appropriate for both the victim (redress) and the perpetrator (penal options). Please notice that the Dutch legislation regarding sexual offences has, as mentioned before, recently been revised. According to the Sexual Offences Act which entered into force on July 1st 2024, the offences referred to in articles 18 and 21 could also be qualified as sexual abuse, rape or sexually approaching a child.

Generic recommendations of the Committee on the legal frameworks

The Committee invites all Parties, including the Netherlands:

- 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”](#)¹³ 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 as the Committee acknowledges that using the term “child pornography” can undermine the gravity of the crimes it refers to;¹⁴
- to introduce explicit references in its respective legal framework to conduct concerning child self-generated sexual images and/or videos, identifying the circumstances when children should not be held criminally liable and when they should be prosecuted only as a last resort;¹⁵
- to have a definition of “child sexual abuse material” in line with its Recommendation II-1;¹⁶
- 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;¹⁷
- to consider criminalising the offence of

“grooming” (solicitation of children for sexual purposes), even when it does not lead to a face-to-face meeting or producing child sexual abuse material.¹⁸

¹³ The Terminology Guidelines also refer to the term “child sexual exploitation material”, indicating that this term can be used in a broader sense, see [“Luxembourg Terminology Guidelines”, pages 38-40 in particular.](#)

¹⁴ Recommendation II-1.

¹⁵ Recommendation II-2.

¹⁶ Recommendation II-3.

¹⁷ Recommendation II-4.

¹⁸ Recommendation II-10.

Promising practices:

Sexchatting:

Sexchatting is a criminal offence since July 1st 2024. This in addition to (online and offline) grooming (article 251, 1c and 2 Dutch Criminal Code). Sexchatting (article 251, 1a and 2, Dutch Criminal Code) includes (online or offline) sexually approaching a child aged under the age of 16, or a child aged 16 or 17 who is in a vulnerable position, in a manner deemed not age-appropriate. Actually proposing an encounter for sexual purposes is not required. This new article makes it possible for the police to act faster to prevent child sexual abuse.

Article 251

1. Anyone who, in respect of a child under the age of sixteen, or a person pretending to be a child under the age of sixteen:

- a. makes intrusive oral or written sexual advances in a way that is considered harmful to children under the age of sixteen;
- b. makes a child witness of an act or visual representation of a sexual nature, or of an unmistakably sexual intent, in a manner that is considered harmful to children under the age of sixteen; or
- c. proposes an encounter for sexual purposes and takes any action to bring about that encounter,

shall be punished with a term of imprisonment not exceeding two years, or a fine of the fourth category.

2. Whoever engages in the behaviour referred to in the first paragraph with respect to a child aged between sixteen and eighteen, or a person pretending to be such, under the circumstances defined in the first paragraph of Article 245, is to be liable to a term of imprisonment not exceeding one year and six months, or a fine of the fourth category.

3. Not punishable is anyone who, as a peer, engages in the conduct referred to in the first paragraph, introductory part and under (c), in the context of an equal situation between that person and the child, provided that the child has reached at least the age of twelve.

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 the Netherlands

The Committee observes that the Netherlands' investigation and prosecution services are already in line with some of its recommendations as the Netherlands has:

- specialised law enforcement units dealing with ICT facilitated offences with a specialised section/department dedicated exclusively to cyber or sexual crimes against children.¹⁹
- specialised investigative units handling ICT facilitated sexual offences where these are committed by children.²⁰
- training modules provided by State authorities for law enforcement agents, prosecutors and judges related to aspects of child sexual exploitation and sexual abuse.²¹
- victim identification units within law enforcement for cases of ICT facilitated sexual offences against children.²²

The Committee also observes that the Netherlands makes an active contribution to INTERPOL's International Child Sexual Exploitation (ICSE) image and video database.²³

To improve the effective implementation of the Convention, the Committee requests the Netherlands:

- to ensure that training on ICT-facilitated sexual offences against children is available for prosecutors and judges who are or will be working on these issues.²⁴

Follow-up actions:

The SSR (the training institute of the

Judiciary and the Public Prosecution Service) offers courses on Sexual Offences and (Digital) Child Sexual abuse material. These courses are specifically designed for staff at the Public Prosecution Service and the Judiciary who handle such cases. The content of the Sexual Offences course has been updated in response to the Sexual Offences Act. Both courses address sex-related cases facilitated by ICT.

- to take the necessary legislative or other measures, in conformity with the fundamental principles of their internal law, to ensure an effective investigation and prosecution of ICT facilitated sexual offences against children, allowing, where appropriate, for the possibility of covert operations.²⁵

Follow-up actions:

The Dutch Criminal Code has recently been revised (Sexual Offences Act). In the Sexual Offences Act, sexual offences have been reformulated in such a way that they cover both physical and online situations and a new provision on sexchatting (see above) was introduced. This makes targeted action possible against online sexual offences against children.

The penal provision on sexually approaching children (article 251, see above) explicitly mentions "a person pretending to be a child". This means that people who sexually approach investigative officers who pretend to be children – as a tool in the search for offenders – can also be punished.

¹⁹ Paras. 115, 116.

²⁰ Para. 135

²¹ Paras. 145, 146, 156, 157, 167.

²² Para. 180.

²³ Para. 189.

²⁴ Recommendations III-16 and III-18.

²⁵ Recommendation III-28.

The Dutch Criminal Code allows for several methods of covert investigation. Law enforcement agents can, for instance, participate covertly in on-line/darkweb chatrooms. There are sufficient legal provisions in place.

- The Committee also invites the Netherlands to establish, where appropriate, specialised units, services or persons within the courts in charge of dealing with ICT facilitated sexual offences against children.²⁶

Promising practices:

Specialized services or persons within the court

There are no dedicated sex offense judges, but judges, of course, take courses in this area, such as the ones mentioned above. For questions about ICT-facilitated sex offenses, judges can turn to the expert group on cybercrime. This group monitors developments and, for example, has written a book on the digital aspects of child sexual abuse material. Additionally, all courts employ their own forensic advisor, who can provide guidance to judges on ICT and forensic aspects in relation to criminal law.

²⁶ Recommendation III-8.

Generic recommendations of the Committee on investigation and prosecution

On the specialisation and training of authorities

- Mindful of the different contexts in the Parties as recalled in para. 235 of the Explanatory Report, the Committee requests those Parties that are not already doing so to ensure that law enforcement and 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.²⁷

Follow-up actions:

Starting in 2024, a structural additional amount of € 20 million has been allocated to organizations within the criminal justice chain to implement the Sexual Offences Act. The principle of this law is that sexual offenses are punishable regardless of whether they are committed online or offline. These funds are, among other things, intended for capacity expansion. Additionally, for the period 2022-2024, an extra incidental amount of € 3.6 million was allocated to organizations within the criminal justice chain to prepare to implement the Sexual Offences Act, including for training staff on the new law and adapting IT systems. Furthermore, the government has recently allocated an additional € 7.5 million to tackle child sexual abuse and, to a smaller extent, human trafficking. Of these resources € 2 million will be used for strengthening the capacity - and for example ICT-resources- of the investigative teams working on combating sexual child abuse and for enhancing investigative capabilities through the development of specific tools and the use of artificial intelligence. The resources are also being made available for the implementation of the revision of the EU Directive on Human Trafficking, and preparations are being made for the significant challenges that new EU laws and regulations on (online) sexual child abuse

are expected to bring.

The Committee invites all Parties, including the Netherlands:

- 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, ICT technical knowledge and offences involving child self-generated sexual images and/or videos.²⁸
- to ensure that training on the challenges raised by child self-generated sexual images and/or videos and ICT facilitated coercion or extortion of children is available to prosecutors and to judges.²⁹
- 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.³⁰
- 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.³¹

On measures to ensure the effective investigation and prosecution of offenders

- The Committee requires all Parties 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.³²

²⁷ Recommendations III-3 and III-7.

²⁸ Recommendations III-9 and III-10.

²⁹ Recommendations III-17 and III-19.

³⁰ Recommendation III-20.

³¹ Recommendation III-21.

³² Recommendation III-30.

Follow-up actions:

See the information above regarding the additional financial resources made available to address sexual offenses and child sexual abuse. In addition, the criminal justice chain launched in 2022 an Action Plan to strengthen the chain approach in sexual offense cases. This action plan aims to improve and further professionalize the handling of sexual offense cases by organizations within the criminal justice chain, including reducing the processing times for these cases. Four action lines are being worked on:

1. Focusing on meaningful interventions;
2. Optimizing work processes within and between the involved organizations;
3. Improving the management of capacity and priority;
4. Making agreements on public communication regarding sexual offense cases.

It also **invites** all Parties, including the Netherlands:

- 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.³³
- 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.³⁴

³³ Recommendation III-31.

³⁴ Recommendation III-32.

Promising practices

Please note that we have corrected and updated the text below. The TBKK are special units combatting both CSAM and transnational child sexual abuse. To avoid confusion with other teams, please use the term TBKK. Furthermore, the VIDTF initiative has been continued until present.

In the Netherlands, the Dutch Police has specific units on CSAM and Child Sexual Trafficking (TBKK), consisting of highly specialised and specifically trained personnel, also with regard to offences involving CSGSIV and ICT facilitated coercion or extortion. Different initiatives within the police organisation aim to enhance cooperation and collaboration between TBKK teams, vice teams and the specialised Teams on Digital Law Enforcement and High-Tech Crime.

In 2014, experts from the Netherlands engaged in a Victim Identification Taskforce (VIDTF) to harness international cooperation in victim identification.³⁵ This initiative has been continued until present.³⁶

Promising practices:

On the specialisation and training of authorities:

In the (Digital) Child Sexual Abuse Material course mentioned above (under “Observations and recommendations of the Committee on investigations and prosecution specific to the Netherlands”), the topics and bullets mentioned above (under- “recommendations on measures to ensure the effective investigation and prosecution of offenders”) are covered. This course can be taken by both staff from the Public Prosecution Service and the Judiciary.

The Sexual Offences course covers the following sections of the sexual offenses articles:

- 254ba: abuse of sexual material,
- 254b offensive behavior
- 251: showing harmful sexual depictions to a person under sixteen, grooming, sex chatting, sexual corruption, and
- 252: child pornography

This course is attended by the Public Prosecution Service and the Judiciary.

Furthermore, specialised training for law-enforcement officers working in this field are in place and equipment is at top level for conducting these investigations.

On measures to ensure the effective investigation and prosecution of offenders

- In the Netherlands, there is a legal basis for retaining information for investigative purposes when the location of the information is known, and jurisdiction can be exercised over it in a timely manner. Regarding information whose location is not yet known, or information that has not yet been identified as necessary (but is discovered during the investigation), the Netherlands is working within the EU framework on both legal and practical solutions, under the [High Level Group on access to data for effective law enforcement](#).
- A combined project from the Netherlands Police and OffLimits, the Netherlands Hotline, is the hash check service which provides hosting companies in and outside the Netherlands the opportunity to check their images against a database of classified Child Sexual Abuse Images in order to remove these images from the Internet. The project is very successful and so far over 10 million images have been removed.

³⁵ See: <https://www.europol.europa.eu/activities-services/europol-in-action/operations/victim-identification-taskforce>

³⁶ <https://www.europol.europa.eu/newsroom/news/global-europol-taskforce-identifies-18-child-victims-of-sexual-abuse>

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 the Netherlands

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))

The Committee observes that the Netherlands has established laws clarifying the circumstances in which its national criminal law will apply to a transnational situation following the territoriality principle.

Accordingly, in the Netherlands, the Dutch Supreme Court established that prosecution based on the territoriality principle was applicable when the offence was committed both in the Netherlands and abroad, including when behaviour which forms a part of the offence took place in the Netherlands, but the offence was committed abroad.³⁷

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

It appears that the Netherlands establishes jurisdiction based on the nationality or residence of the alleged offender.

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))

It appears that the Netherlands does not apply this condition for prosecution.

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

The Committee observes that in the Netherlands³⁸ the principle of dual criminality

is not a requirement for offences of child sexual abuse committed by its nationals.³⁹

- To improve the effective implementation of the Convention, the Committee invites the Netherlands, if it is not already doing so, to remove the requirement for dual criminality when committed by one of its nationals, 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,⁴⁰

- solicitation of children for sexual purposes.⁴¹

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))

The Committee notes that 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 nationals and

bound by the EU Council Framework Decision of 13 June 2002 on the European arrest warrant and the surrender procedures between Member States specifically on sexual exploitation of children and “child pornography” crimes (Article 2.2.), where verification of the double criminality of the act is eliminated in the provided conditions.

³⁹ Para. 223.

⁴⁰ Recommendation IV-7.

⁴¹ Recommendation IV-8.

³⁷ Para. 214.

³⁸ The Committee highlights that EU countries are also

habitual residents in the Netherlands only for offences punishable by imprisonment of at least six years⁴² In order to apply the passive personality principle in the Netherlands, the dual criminality principle is not a prerequisite of prosecution.⁴³

- The Committee requests Parties that are not already doing so, including the Netherlands, 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.⁴⁴

Follow-up actions:

- In the Netherlands there is not a requirement for dual criminality in the cases mentioned above.
- The Dutch Penal Code applies to anyone who commits an offence established in accordance with the convention if the offence is committed against a Dutch child or a child who has his or her habitual residence in the Netherlands (Article 3, first paragraph, b, *Besluit internationale verplichtingen extraterritoriale rechtsmacht*).
[wetten.nl - Regeling - Besluit internationale verplichtingen extraterritoriale rechtsmacht - BWBR0034775](https://wetten.nl/Regeling-Besluit-internationale-verplichtingen-extraterritoriale-rechtsmacht-BWBR0034775)

⁴² Paras. 231, 232.

⁴³ Para. 232.

⁴⁴ Recommendation IV-9.

Promising practices:

The Dutch Penal Code also applies to Dutch nationals and foreigners who have their habitual residence in the Netherlands, if they commit listed offences outside the Netherlands, without the requirement of dual criminality. The listed offences include sexual offenses committed against children such as sexual assault, rape, child sexual abuse material and approaching children for sexual purposes (Article 7 Dutch Penal Code).

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 of the Committee on international cooperation specific to the Netherlands

The Committee observes that INHOPE,⁴⁵ WeProtect Global Alliance,⁴⁶ Virtual Global Taskforce,⁴⁷ ECPAT⁴⁸ and EMPACT cybercrime CSE/CSA⁴⁹ conduct cooperation projects to prevent and combat sexual exploitation and sexual abuse of children in the Netherlands.⁵⁰

The Committee also observes that law enforcement representatives from the Netherlands attend the Europol's central training course "Combatting the Sexual Exploitation of Children on the Internet" (COSEC)⁵¹ and the Europol-Interpol-Cepol co-organised training course on victim identification (VID training course).⁵²

⁴⁵ www.inhope.org/

⁴⁶ <https://www.weprotect.org/>

⁴⁷ <http://virtualglobaltaskforce.com>

⁴⁸ <https://ecpat.org/>

⁴⁹ <https://www.europol.europa.eu/empact>

⁵⁰ Para. 255.

⁵¹ The course is also attended by experts from countries outside Europe, i.e. Australia, Canada, Colombia, New Zealand, Singapore and the United States.

⁵² Para. 259.

Generic recommendations of the Committee on international cooperation

- The Committee requests all Parties, including the Netherlands, to extend their international cooperation with other Parties to improve the effective implementation of the Convention.⁵³

Follow-up actions:

The Netherlands has a strong level of international cooperation (bilateral and multilateral, and within the European Union) in the fight against (online) sexual exploitation and abuse of children. The Netherlands uses the many instruments available in the several Conventions for police and judicial cooperation to support investigations and prosecutions, and participates in several international cooperation projects in this respect. International cooperation is essential to prevent and effectively combat (online) sexual exploitation and sexual abuse of children, and the Netherlands is committed to continuously assess and explore possibilities to strengthen and further improve international cooperation with other Parties.

Some examples include the following:

- The Dutch police is a member of the The Virtual Global Taskforce (VGT). This is an international alliance of 15 dedicated law enforcement agencies working together to tackle the global threat from child sexual abuse. The VGT was established as a direct response to the rise in offenders targeting children all over the world through online social interactions, and travelling overseas to commit contact sexual abuse. Law enforcement agencies joined forces, working closely with non-governmental organisations and industry partners, to deliver a program of coordinated activity to help protect children online, no matter where they are in the world.
<https://www.nationalcrimeagency.gov.uk/virtual-global-taskforce>

- Furthermore, the Netherlands participates in the WeProtect Alliance, an alliance of over 300 governments, the private sector, civil society and international organisations, which aims to protect children from the growing threat of online sexual exploitation and abuse.
- The Netherlands is also a participant in the European Multidisciplinary Platform Against Criminal Threats (Empact). Empact promotes an integrated approach to EU internal security, involving measures ranging from external border controls, police, customs and judicial cooperation to information management, innovation, training, prevention and the external dimension of internal security, as well as public-private partnerships where appropriate.

The Committee invites all Parties, including the Netherlands:

- to assess, strengthen and develop international cooperation with other Parties to prevent and combat sexual exploitation and sexual abuse of children and to provide assistance to victims in matters related to child self-generated sexual images and/or videos.⁵⁴
- to expand international cooperation with countries which are not Parties to the Convention to disseminate the standards of the Convention, including for the purpose of preventing and combating sexual exploitation and sexual abuse of children, for the purpose of protecting and providing assistance to victims and concerning the offences established in accordance with the Convention, in matters related to child self-generated sexual images and/or videos.⁵⁵
- to regularly assess the difficulties that they face when dealing with international

⁵³ Recommendation V-3

⁵⁴ Recommendations V-6, V-11.

⁵⁵ Recommendations V-4, V-12, V-15.

cooperation and remedy them.⁵⁶

- to strengthen cooperation with relevant intergovernmental bodies and with transnational networks and other international organisations and initiatives due to their capacity to mobilisation, their worldwide scope, and their flexibility to work, for the purpose of preventing and combating sexual exploitation and sexual abuse of children as well as for protecting and providing assistance to victims, in matters related to child self-generated sexual images and/or videos.⁵⁷

- 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 child self-generated sexual images and/or videos.⁵⁸

- 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 child self-generated sexual images and/or videos.⁵⁹

- to maintain and develop efforts to strengthen international cooperation with other Parties and non-Parties to the Convention, 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 child self-generated sexual images and/or videos.⁶⁰

- to integrate, where appropriate, prevention and the fight against sexual exploitation and sexual abuse of children in matters related to child self-generated sexual

images and/or videos, in assistance programmes for development provided for the benefit of third States.⁶¹

⁵⁶ Recommendation V-5.

⁵⁷ Recommendation V-13.

⁵⁸ Recommendation V-9.

⁵⁹ Recommendation V-10.

⁶⁰ Recommendations V-14, V-16.

⁶¹ Recommendation V-19.

Promising practices:

Because online child sexual abuse often involves cross-border crime, international and European cooperation is of great importance.

- In addition to international obligations as an EU- member state and a party to the Lanzarote Convention, the Netherlands is involved in the international approach for example through affiliation with consultations of the above mentioned WeProtect Global Alliance, an international partnership between governments, companies and organizations worldwide to address online child sexual abuse.
- As mentioned before, the Netherlands also takes part in the European Multidisciplinary Platform Against Criminal Threats (Empact).
- The Dutch police also have a specialized team dedicated, among other things, to the detection of transnational child sexual abuse. The Team Bestrijding Kinderpornografie en Kindersekstoerisme (TBKK) uses advanced investigative methods to track down such abuse. International cooperation is also very important in this regard: both prosecutors and police work extensively with the Philippines to free children from abusive situations and track down perpetrators.
- The police also participate in the Philippine internet Crimes against children centre (PICACC) initiative with a specialist stationed in Manila. This program focuses on the prevention and detection of live webcam streaming.
- Recently a Memorandum of Understanding was signed between the Anti-money Laundering Council of the Philippines and the Dutch police to exchange financial data. Suspicious transactions may prompt an investigation in the context of live streaming.

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 the Netherlands

The Committee observes that the Netherlands provided data referring to the number of calls received by helplines that assist victims of sexual offences. However it did not indicate what kind of follow-up was given to these calls.⁶²

To improve the effective implementation of the Convention, the Committee requires the Netherlands to take the necessary legislative or other measures:

- to encourage and support the establishment of information services, such as telephone or internet helplines, to provide advice to child victims of sexual exploitation and sexual abuse facilitated by ICTs as well as persons wishing to help them, in a confidential manner or with due regard for their anonymity. These information services should be made available as widely as possible. This can be done in several ways: the service is available at extended hours, it is delivered in a language that the caller, and especially the child, can understand, and it is free of charge.⁶³

Follow-up actions:

In the Netherlands, [Helpwanted | Home](#) which is part of Offlimits, has been designated as an accessible reporting facility, where victims of internet crime and severe privacy violations, including but not only sexual offences and sexually transgressive behavior, can seek fast and effective advice. The service ensures that online privacy violations are quickly addressed on their behalf, and, where possible, a criminal investigation can be initiated.

Helpwanted functions as a low-threshold

reporting service, which also serves as an entry point in a closely-knit network of the police, platforms, and support organizations. Thanks to the fully anonymous and free reporting options—through chat, phone, or email—victims can easily contact Helpwanted staff who offer practical advice. When a report is made, victims receive a listening ear, all relevant information, and guidance on how to best handle the situation and what next steps to take.

In some cases, Helpwanted refers victims to relevant partner organizations, such as the Center for Sexual Violence, Fier, general practitioners, and the police. These referrals often involve a “warm handover,” meaning that victims do not have to repeat their story. This approach is similar to referrals made by the police to specialized support services and only occurs after Helpwanted staff have provided quick and effective advice. In more than 75% of reports, Helpwanted staff can provide all the necessary assistance requested by the victims.

In addition to providing support, Helpwanted ensures that harmful content is removed if it is deemed criminal or evidently unlawful. Around 85% of removal requests are granted, and in most cases, this happens within 24 hours. Due to its (currently informal) status as a “trusted flagger,” removal requests from Helpwanted are prioritized by platforms. With the proposed Digital Services Act (DSA), Helpwanted is expected to gain formal status.

- to assist child victims of sexual exploitation and abuse, in the short and long term, in their physical and psycho-social recovery, these measures must take

⁶² Para. 296.

⁶³ Recommendation VI-1.

due account of the child's views, needs and concerns.⁶⁴

Follow-up actions:
See above.

- Additionally, the Committee invites the Netherlands 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 child self-generated sexual images and/or videos.⁶⁵ See above

⁶⁴ Recommendation VI-3.

⁶⁵ Recommendation VI-4.

Generic recommendations of the Committee on assistance to victims

- The Committee invites all Parties, including the Netherlands to promote awareness raising or specialised training for professionals who advise children through telephone or internet helplines on ICT-facilitated sexual exploitation and abuse of children – including the risks associated with child self-generated sexual images and/or videos – and how to provide appropriate support to victims and to those who wish to help them.⁶⁶

⁶⁶ Recommendation VI-2.

Promising practices:

Offlimits coordinates the Safer Internet Centre Netherlands, which is part of the European Better Internet For Kids program, and the INHOPE hotlines. Within that context, their employees attend trainings that explicitly address contact with children, and the danger they face online. The risks of self-generated material are also covered in this course.

As explained above (in response to “Observations and recommendations of the Committee on assistance to victims specific to the Netherlands”), Helpwanted, which is part of Offlimits, operates as an accessible reporting facility for victims of internet crime and severe privacy violations. Victims can file a report, seek advice, receive help with removing illegal content, and be referred to other organizations such as victim support services or the police. It provides a single low-threshold point of contact where victims can report their concerns and seek help and support.

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 of the Committee on civil society involvement and cooperation specific to the Netherlands

The Committee observes that in the Netherlands, NGOs, along with the media, are the most involved counterparts in the prevention of child sexual abuse and exploitation and victim assistance activities.⁶⁷ In the Netherlands the interaction with civil society includes preventive and awareness-raising activities to minimise the risk of abuse that children face online, including the issue of CSGSIV.⁶⁸

The Netherlands 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.⁶⁹ Other civil society projects that takes place in the Netherlands - whether or not carried out in cooperation with the State – include educational activities aimed at preventing abuses related to the sharing of CSGSIV.⁷⁰

⁶⁷ Para. 308.

⁶⁸ Paras. 320, 321.

⁶⁹ Para. 315.

⁷⁰ Para. 323.

Generic recommendations of the Committee on civil society involvement and cooperation

The Committee invites all Parties, including the Netherlands:

- 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 child self-generated sexual images and/or videos.⁷¹
- 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.⁷²
- to support civil society to carry out projects and programmes that include the issue of child self-generated sexual images and/or videos.⁷³
- to encourage the participation of children, according to their evolving capacity, in the development and implementation of state policies, programmes or other initiatives⁷⁴ 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 child self-generated sexual images and/or videos.⁷⁵

⁷¹ Recommendation VII-3.

⁷² Recommendation VII-4.

⁷³ Recommendation VII-5.

⁷⁴ Parties are also invited to provide example(s) of how children's views are taken into account in the context of the participation of children.

⁷⁵ Recommendations VII-6, VII-7.

Promising practices:

Offlimits [Offlimits | Home](#) is dedicated to supporting people who have experienced online transgressive behavior and abuse, particularly child sexual abuse and exploitation. Offlimits works towards a safer online world, with a special focus on combating online sexual abuse. Through their programs Meldpunt Kinderporno, Helpwanted, and Stop it Now, they are working towards a cleaner internet, helping victims of online transgressive behavior, and focusing on prevention. Offlimits is an important NGO in the Netherlands in the fight against online sexual abuse and in supporting its victims. Founded in 1995 as a sector initiative, Offlimits was officially launched in cooperation with the Ministry of Justice and Security in 1996, making it a strong example of civil-government cooperation. The ministry provides an annual operating grant (in 2024, €2.500.000), making the Ministry of Justice and Security the largest sponsor of Offlimits.

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 of the Committee on promoting awareness of the risk of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves specific to the Netherlands

The Committee observes that the Netherlands is among the few Parties which have awareness-raising programmes specifically for children in the situation of viewers/observers of other children producing and/or sharing CSGSIV of themselves.

Additionally, the Committee notes the Safer Internet Centre's Digiraad initiative's awareness-raising activities by and for young people about online safety that takes place in the Netherlands as an example of good practice for the peer-to-peer awareness-raising method. Thanks to these activities, children, parents and schools are encouraged to make sensible use of the new media and be aware of the risks of putting sexually explicit material online (www.mediawijsheid.nl).⁷⁶

⁷⁶ Para. 361.

Generic recommendations of the Committee on promoting awareness of the risk 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 the Netherlands:

- 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.⁷⁷
- to have available awareness-raising tools, materials, and activities suitable for children with disabilities.⁷⁸
- 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.⁷⁹
- 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.⁸⁰
- to introduce or 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.⁸¹
- 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.⁸²

- 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.⁸³

⁷⁷ Recommendation VIII-2.

⁷⁸ Recommendation VIII-4.

⁷⁹ Recommendation VIII-5.

⁸⁰ Recommendations VIII-6.

⁸¹ Recommendation VIII-7.

⁸² Recommendation VIII-8.

⁸³ Recommendation VIII-9.

Promising practice

ECPAT's "make-IT-safe" project is a peer expert training project in which children and youngsters have been taught how to use the internet and smart phones safely and how to use social media, such as Facebook, Myspace, Netlog and WhatsApp in a responsible way. The 2-year project started in the beginning of 2013 and is based on the peer-to-peer principle, which allows youngsters (peer experts) to learn how to use new technologies and the media, as well as prevention of online violence, in a safe way and to pass the information and the knowledge to people of the same age. The project was supported by specially trained teachers and youth leaders, the so-called "Coaches". The particularity of the project is the fact that the project was conducted by ECPAT groups in five countries, namely in Austria, Belgium, Germany, the Netherlands and the United Kingdom.

The information is available in seven languages (Arabic, Serbo-Croatian, Dutch, English, French, German, Turkish). The information provided on the project's website (<http://www.make-it-safe.net/>) concerns Online Risks, Information for Parents and Youth Leaders and helpful Addresses.

Clarification note:

As far as we know, this project ("makes -IT-safe") has been finalized. However, the Netherlands continues to focus on the peer-to-peer principle through an international initiative by Empact. The Netherlands funds the server, which, under Europol's auspices, contains warnings in various languages for individuals attempting to access certain files in peer-to-peer environments.

Promising practices:

- In addition to the activities mentioned in the factsheet, under "Observations of the Committee on promoting awareness of the risk of sexual exploitation and sexual abuse faced by children generating and/or sharing sexual images and/or videos of themselves specific to the Netherlands" Helpwanted (part of Offlimits) launched a new campaign in 2024: "Ik bepaal zelf" (I decide). The campaign aims to raise awareness about the unwanted sharing of visual material and/or private data, emphasizing that individuals have the right to decide who can see or access information about them. No one else should make that decision for someone else. When someone violates this boundary, Helpwanted can assist victims in regaining control. [Helpwanted | Ik bepaal zelf](#)
- Furthermore, the 'School and Safety Foundation' receives funding from the government to provide information, advice, and support (including several tools, trainings, e-learning, leaflets, etc.) for schools in the field of social safety. Topics covered by the foundation include, among others, sexting and social media.
- The project hetstoptbijjou.nl is an initiative aimed at combating the sharing of explicit images among young people in the Netherlands. Launched by Offlimits and the Dutch police, the campaign seeks to raise awareness among students and their parents about the harmful effects of distributing explicit content. The campaign encourages individuals to report such material and remove it from their devices. To further support this effort, the campaign offers educational resources, including an interactive escape room titled "Het stopt bij jou!" designed for students aged 11 to 17. This educational tool helps students understand the impact of sharing explicit content and promotes responsible online behavior. Overall, hetstoptbijjou.nl serves as a comprehensive platform to educate, prevent, and provide support regarding the sharing of explicit images among young people in the Netherlands.

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 of the Committee on education for children specific to the Netherlands

The Committee observes that the Netherlands is among the minority of Parties that have courses on “sexuality and sexual diversity” as part of the national curriculum where children learn about the prevention of sexual exploitation and sexual abuse and risks associated with CSGSIV.⁸⁴ Such courses are provided in the course of primary and secondary education in the Netherlands.⁸⁵ Additionally, the Committee observes that the Netherlands is among the minority of Parties that involve parents and other care takers in prevention and awareness raising initiatives.⁸⁶ Different tool kits have been developed in order to enable parents to identify risks of child sexual exploitation and sexual abuse.⁸⁷

⁸⁴ Paras. 383, 397.

⁸⁵ Para. 392.

⁸⁶ Para. 402.

⁸⁷ Para. 403.

Generic recommendations of the Committee on education for children

The Committee invites all Parties, including the Netherlands:

- to consistently involve children in the development of internet safety awareness programmes.⁸⁸
- to ensure that there is a standing national internet safety resource, with an ongoing programme of activities.⁸⁹

⁸⁸ Recommendation IX-4.

⁸⁹ Recommendation IX-5.

Promising practices

PLEASE note that we have updated the paragraph below

The national curriculum of the Netherlands is composed of 'kerndoelen'. These are main objectives schools have to integrate into their school curriculum. Schools are free to choose their educational material and teaching methods. The national curriculum is now being revised. As well as objectives about sexuality and sexual diversity there will be new objectives included about digital literacy and safety online. The Ministry of Education, Culture and Science has established the Digital Literacy Expertise Point to guide schools in the new learning area of digital literacy by connecting experts and schools, inspiring and informing them. Furthermore, educational material has been designed by various organisations targeting parents of primary and secondary school-aged children. Teaching materials are often tested on groups of children. Materials for primary schools are for example: "Kriebels in je buik", a continuous learning tool about relationships and sexuality for children aged 4-12 years, also providing brochures for parents pointing at risks posed online; the "VeiligWijs" Method, which is offered to schools to enable them to embed "healthy relations" in their educational programmes, in line with the demands of children as well as their parents; and the project "Media Diamant", a tool for parents regarding "media education" for their children. Materials for secondary schools are for example: the guide "Help, ik sta online", aiming to help parents in situations where their children are exposed online; helpwanted.nl, a website providing information for parents and educators trying to get CSAM offline; the method "Online veiligheid voor ouders" offering online courses for parents, aimed at raising awareness for online risks; and the Project "Log in", where, through theatre, parents are invited to start a dialogue about the use of internet by their children and risks on the internet.

Promising practices:

- Under Chapter IX, Education, a reference is made to two teaching methods, identified as Promising Practices, that provide a continuous learning path for relationship and sexual education in primary education (Kriebels in je Buik and VeiligWijs). A third method with a continuous learning path, is "Wonderlijk Gemaakt" (see more information in the [Interventies zoeken overzicht | Loketgezondleven.nl](#)). There are many other teaching methods and materials for relationship and sexual education, for different themes and types of education. An overview of these can be found on [seksuelelevorming.nl](#), among other places. This website is funded by the institutional subsidy provided by the Ministry of Health, Welfare and Sport to Rutgers, an independent expertise center on sexuality in the Netherlands, supporting the dissemination of reliable information on sexuality, sexual and reproductive health, and relationship and sexual education.
- As mentioned under 'Observations of the Committee on Education for Children Specific to the Netherlands,' the Netherlands involves parents and other caregivers in prevention and awareness-raising initiatives. One example is the 'Sexual Education by Parents' project, implemented by Rutgers and funded by the Ministry of Health, Welfare and Sport and the Ministry of Education, Culture and Science. The goal of the project is, among other things, to raise parents' awareness of their crucial role in their child's sexual development and to provide them with practical perspectives, tools, and skills. The project aims to prevent sexual boundary violations and sexual violence and will run until 2025.

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 curriculum and continuous training specific to the Netherlands

The Committee observes that some of the professionals in the Netherlands working in contact with children have been trained and/or received education on how to identify potential situations where a child is a victim of sexual exploitation or sexual abuse.⁹⁰ However, it also observes that only some of the professionals working in contact with children seem to have been trained on the possibility to report situations where they have reasonable grounds for believing that a child is a victim of sexual exploitation or sexual abuse.⁹¹

Therefore, the Committee requires the Netherlands:

- to ensure that teaching or training on the rights of children and their protection for 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) is not optional.⁹²

Follow-up actions:

See below

- to ensure that the persons who have regular contact with children are equipped to identify any situation of sexual exploitation and sexual abuse of children:
 - in the social protection sector
 - in areas relating to sport, culture, and

leisure activities.⁹³

Follow-up actions:

Reporting code

In the Netherlands, there is a reporting code for professionals to assist them in cases of domestic violence and child abuse, including sexual abuse and sexual exploitation: [Meldcode huiselijk geweld en kindermishandeling | Huiselijk geweld | Rijksoverheid.nl](https://meldcodehuiselijkgeweld.nl/)

Working with the reporting code is mandatory for professionals in the following sectors:

- Healthcare
- Education
- Childcare
- Social support
- Youth care
- Justice

Employers in these sectors must establish and implement the reporting code and promote its use and knowledge among their employees. The *Toolkit for the Reporting Code for Domestic Violence and Child Abuse* provides tips and tools for professionals.

The reporting code for domestic violence and child abuse helps professionals recognize and respond to suspicions of domestic violence, child abuse, psychological or sexual violence, and

⁹⁰ Para. 428.

⁹¹ Para. 429.

⁹² Recommendation X-4.

⁹³ Recommendation X-5.

neglect.

Reporting, consultation, and notification duty -childcare and school

In addition to using a reporting code, the reporting, consultation, and notification duty (MOA) also applies in the Netherlands. This duty is triggered when there is a suspicion of sexual abuse or child abuse in childcare or at school. The MOA applies to incidents occurring within these settings, while the reporting code for domestic violence and child abuse applies to potential abuse that staff may observe outside of the childcare or school environment.

Factsheet Meld-, overleg- en aangifteplicht in de kinderopvang | Publicatie | Inspectie van het onderwijs.

Sports sector

Within organized sports there is a responsibility for each member to report and for certain groups – including board members of sports clubs, as well as coaches/trainers/mentors – a duty to report (suspected) sexual harassment. This reporting duty is directed to the prosecutor of the federation or, in the case of a member, to the club's own board. The Center for Safe Sports in the Netherlands (CVSN) is a hotline for anyone in the sports sector with questions or doubts, or in case somebody would like to report transgressive behavior, doping, or match-fixing. Because nearly all participants in the sport sector are volunteers, training opportunities are more limited compared to professional organizations. Nonetheless, various efforts are made to raise awareness for the early detection of potential sexual abuse among coaches, trainers, mentors, and parents within sports.

- to ensure that the persons who have regular contact with children are informed of the possibility for them to report to the services responsible for child protection any situation where they have “reasonable grounds” for believing that a child is a victim of sexual exploitation and sexual abuse of children:

- in the health sector
- in the social protection sector
- in areas relating to sport, culture, and leisure activities.⁹⁴

Follow-up actions:

See above

- to encourage awareness of the protection and rights of children among persons who have regular contact with children in the education, health, social protection, judicial and law-enforcement sectors and in areas relating to sport, culture, and leisure activities.⁹⁵

Follow-up actions:

In addition to the information provided above, we would like to highlight the following, specific to the sports sector:

On December 14th 2022, four parties:

- NOC*NSF,
- the Association of Sport and Municipalities (VSG),
- the Ministry of Health, Welfare and Sport (VWS); and

Platform Ondernemende Sport (POS) signed an agreement called the National Sports Agreement. It is an instrument used to define mutual ambitions for sport on both a national and local level. One of the main themes of the National Sports Agreement is socially safe sport, which recognizes four basic requirements for sports providers in order to be able to facilitate a socially safe sport environment. These include:

- a free application for a certificate of good conduct (VOG in Dutch),
- a code of content at each sports club,
- a confidant at each sports club, and
- competent trainers, coaches and other volunteers at sports clubs.

The Sports Agreement runs until December 31, 2026.

⁹⁴ Recommendation X-6.

⁹⁵ Recommendation X-7.

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

The Committee also invites all Parties, including the Netherlands:

- 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 child self-generated sexual images and/or videos, for example through education or continuous training.⁹⁶
- 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 child self-generated sexual images and/or videos.⁹⁷

⁹⁶ Recommendation X-2.

⁹⁷ Recommendation X-3.

Promising practices

In the Netherlands, multiple knowledge kits have been developed in order to enable teachers and lecturers to signal sexual exploitation and sexual abuse. Different programmes are available that can be used by educational institutions. When confronted with these signals, teaching personnel is under a legal obligation to report the exploitation or abuse.

Promising practices:

XI. Research

Observations and recommendations of the Committee on research specific to the Netherlands

The Committee observes that the Netherlands has provided information on research undertaken on the issues raised by CSGSIV.⁹⁸ The research on CSGSIV was conducted as part of a broader research project on sexual health of young people⁹⁹ in the Netherlands.¹⁰⁰ Additionally, the Netherlands has informed of their participation for one or several years in the EU Kids Online research.¹⁰¹ Moreover, some of the research projects and publications on the topic were carried out by public authorities. For example, a publication addressing CSGSIV was issued by the WODC (Research and Documentation centre of the Ministry of Justice and Security) in the Netherlands.^{102/103} The Committee also observes that in the Netherlands, research on issues related to the psychological effects arising from CSGSIV being shared online (on adolescents' online sexual interactions) has been undertaken.^{104/105} The Netherlands is also among the Parties that collaborated with other research centres. In the Netherlands,¹⁰⁶ ministries respectively provided financing for research to the Norwegian Social research (NOVA/OsloMet) and Rutgers organisation, Soa Aids Netherlands and the GGD (network of Dutch public health services in the municipalities).¹⁰⁷

On the other hand, the Committee observes a difficulty in implementing the Convention in the Netherlands as regarding surveys undertaken in the context of EU Kids Online, information is lacking to determine which body was in charge of supporting and/or carrying out research.¹⁰⁸

- The Committee invites the Netherlands 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 to observe and evaluate the phenomenon of sexual exploitation and sexual abuse of children, including on the issues arising from child self-generated sexual images and/or videos, with due respect for the requirements of personal data protection.¹⁰⁹

⁹⁸ Para. 437.

⁹⁹ Study "Seks onder je 25a" (Sex under 25):

<https://seksonderje25e.nl/>

¹⁰⁰ Para. 438.

¹⁰¹ Para. 440.

¹⁰² H.U. Nohlen, F. van Harreveld, "Scientific knowledge on behavior regarding five topics (sexting, violence during football games, employee theft, digitalizing dispute solutions and neighborhood nuisance and conflict)" (2017).

¹⁰³ Para. 450.

¹⁰⁴ Kerstens, J., & Stol W. (2014). Receiving online sexual request and producing online sexual images: The multifaced and dialogic nature of adolescents' online sexual interactions.

¹⁰⁵ Para. 441.

¹⁰⁶ Research "Seks onder je 25e":

<https://seksonderje25e.nl/>

¹⁰⁷ Para. 450.

¹⁰⁹ Recommendation XI-4.

Generic recommendations of the Committee on research

The Committee invites all Parties including the Netherlands:

- to ensure that data on the phenomenon of child self-generated sexual images and/or videos and the risks associated with it is regularly collected and research on the issue is regularly undertaken.¹¹⁰
- to build on the findings from existing research on child self-generated sexual images and/or videos, when available, to ensure that policies and measures are best developed and appropriately targeted to tackle the issues raised by child self-generated sexual images and/or videos.¹¹¹

¹¹⁰ Recommendation XI-2.

¹¹¹ Recommendation XI-3.

Promising practices

EU Kids Online is a multinational research network, working to increase knowledge of the opportunities, risks and safeties children face online including the topic of CSGSIV. A significant number of Parties, including the Netherlands, have participated in this research network for one or several years.

Clarification note:

- The Netherlands participated in this network (EU Kids Online) for several years, but was not involved in EU Kids Online 2020. The EU Kids Online survey provided the Netherlands with a unique and representative overview of the number of children which actually encounter risks and harm online. The Dutch findings informed policy makers (especially regarding cyberbullying and the online protection of minors) and several stakeholders working on digital safety (ECP Digivaardig & Digiveilig), media literacy ([Mediawijzer.net/Mijn Kind Online](https://mediawijzer.net/MijnKindOnline)), parental mediation ([www.Mediaopvoeding.nl](https://www.mediaopvoeding.nl)) and youth policy (the Netherlands Youth Institute/NJi). In the Netherlands, an online report button for negative online experiences has been launched and NICAM developed a pilot online classification system "You Rate It". Also, the NJi developed a parental mediation toolbox for professionals in parenting support (www.nji.nl/toolboxmediaopvoeding).
- Regarding the observation made by the Lanzarote Committee in the second report about the lack of information to determine which body was responsible for supporting and/or conducting research, we would like to clarify that EU Kids Online is an independent research network funded by the EC's Better Internet for Kids Program. The Dutch research team was composed of academics and researchers associated with major Dutch universities and research centers. For further information, see: eukidsonline.net
- Furthermore, the Lanzarote Committee notes that the Netherlands has conducted research on the issues raised by CSGSIV as part of a broader study on the sexual health of young people in the Netherlands. In addition to the *Sex Under 25* report, other studies have been conducted, such as the *Rutgers Sexual Health Monitor*. The most recent version, covering 2023, was released in 2024 ([Rutgers_MS_def_proef2.pdf](#)). It includes a chapter on Sexually Transgressive Behaviors (Chapter 7), with Section 7.2 focusing on Online Sexually Transgressive Behavior. This monitor uses a representative sample of the Dutch population aged 18 and older, although some questions address sexual experiences before the age of 16, as seen in Table 7.4.2.

Promising practices:

National Rapporteur

- In the Netherlands there is an independent national agency tasked with providing periodic reports on (data on) child sexual abuse: [Home | National Rapporteur \(dutchrapporteur.nl\)](https://dutchrapporteur.nl) (the 'NR'). The NR investigates the nature and extent of sexual violence against children in the Netherlands. The Rapporteur also examines whether the approach is effective. Sexual violence against children refers to all individuals under the age of 18.
- Every two years, the National Rapporteur publishes the results of the research in the monitor on sexual violence against children. The next monitor will be published in 2025. This monitor

will provide an overview of developments in the nature, extent and approach of sexual violence against children in the period of 2020-2024.

- In addition, the NR conducts studies on specific topics also regarding (online) sexual abuse and exploitation. For example, in 2023 the NR conducted a research, in cooperation with *Stop it Now*, an organisation engaged in preventing child sexual abuse. This research, called 'Maak het bespreekbaar' [rapport-maak-het-bespreekbaar.pdf](#), focused on understanding young perpetrators of (online) child sexual abuse. The research offers insights into (potential) perpetration and therefore provides starting points to further prevent child sexual abuse.

Prevalence Monitor on Domestic and sexually transgressive behaviour

Furthermore, statistical information on child sexual abuse regarding children of 16 years and older is regularly collected and reported (by Statistics Netherlands). This research is commissioned by the Ministries of Justice and Security and Health, Wealth and Sport: [Over 1.7 million victims of sexually transgressive behaviour | CBS](#)

Other recent efforts aimed at observing the phenomenon of child sexual abuse and self-generated CSAM, include the following:

- A literature review conducted on behalf of Offlimits to investigate what is known about images. This research is expected to be completed in Q2/Q3 2025.
- Typologies of sex offenders: an umbrella review. The research commissioned by the WODC, resulted in a comprehensive overview of typologies of sexual offense perpetrators. It also provides insight into the differences and similarities between these typologies. Furthermore, several gaps in the existing literature were identified, and recommendations for further research were made, such as in the areas of approaches to different perpetrators, female perpetrators with adult victims, or new forms of online sexual offenses. The report was published in 2023. [Typologieën van plegers van zedendelicten](#)
- The Netherlands actively participates in the meetings of the Global Taskforce on Child Sexual Abuse Online, established by the WeProtect Global Alliance. This alliance aims at exchanging information regarding best practices for an effective global response to online child sexual abuse. In that context the Netherlands, for example, participated in a comparative study with three other countries, regarding the exposure to online sexual harms: [WeProtect Economist-Impact_European-online-sexual-harms-study_The-Netherlands-country-profile_FINAL.pdf](#)