



COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

## FACTSHEET – NORWAY

### 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 Norway 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 2<sup>nd</sup> 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 41<sup>st</sup> meeting (13-15 February 2024), the Lanzarote Committee agreed on a new methodology for the assessment of State Parties’ compliance with the 2<sup>nd</sup> monitoring round recommendations ([see point 4 of the Appendix to the List of decisions](#)). It entrusted the Secretariat to insert boxes in the 2<sup>nd</sup> 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 Norway

### What constitutes “child pornography” under the Lanzarote Convention?

The Committee observes that the legal framework of Norway refers explicitly to child self-generated sexual material.<sup>1</sup>

### Interplay of the age of criminal responsibility and the age of sexual consent with the criminalisation of conduct related to the production and possession of CSAM and CSGSIV

As regards the age limit for exempting children from criminal liability for the production and possession of CSGSIV, Norway has pointed to the age of 15, which is the age of criminal responsibility.<sup>2</sup>

- In this situation, the Committee requests that Norway ensures that a child will not be prosecuted when he/she possesses:
  - 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 other child as a result of receiving them passively without actively asking for them.<sup>3</sup>

#### Follow-up actions:

- The intention of the provision regarding “child pornography” in the Penal Code section 311 is to protect those who are underage. The interpretation of the Ministry of Justice and Public Security is that the provision does not cover situations where a child possesses self-generated images or videos depicting themselves.

- In principle, a child who has reached the age of criminal responsibility may be punished for possessing images or videos which sexualize another child despite the consent of the child depicted, cf. the Penal Code section 311 first paragraph. However, the penalty may be waived if the child depicted is between 16 and 18 years of age and has consented and the two are approximately equal in age and development, cf. section 311 fourth paragraph.
- Receiving passively images or videos which sexualize a child under the age of 18 without actively asking for them is not punishable. However, choosing to keep the material may be a criminal offence, cf. the Penal Code section 311.

### Criminalisation of conduct related to “offering or making available” child abuse material and its relationship with the sharing of CSGSIV

The Committee observes that under special circumstances children are potentially criminally liable for the distribution or transmission of their own or other children’s CSGSIV children in Norway.<sup>4</sup>

Therefore, the Committee requests that Norway 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.<sup>5</sup>

#### Follow-up actions:

The intention of the provision regarding “child pornography” in the Penal Code section 311 is to protect those who are

<sup>1</sup> Para. 43.

<sup>2</sup> Para. 71.

<sup>3</sup> Recommendation II-6.

<sup>4</sup> Paras. 78, 82.

<sup>5</sup> Recommendation II-8.

underage. The interpretation of the Ministry of Justice and Public Security is that the provision does not cover situations where a child shares self-generated images or videos depicting themselves with another child who consents.

- 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.<sup>6</sup>

**Follow-up actions:**

Distributing or transmitting “child pornography” is punishable, cf. the Penal Code section 311. If the depicted children do not consent, the perpetrator may in addition be punished for sharing offensive pictures, cf. the Penal Code section 267 a. Moreover, if the receiver does not consent, the perpetrator may be punished for sexually offensive conduct, cf. the Penal Code section 298 and 305. In Norway imprisonment of any person who was under 18 years of age at the time of the act is only used as a last resort and only for serious criminal offences.

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

To improve the effective implementation of the Convention, the Committee invites Norway:

- to take into account the situation where child self-generated sexual images and/or videos are used to force, coerce or threaten the child to give additional self-generated sexual images and/or videos, 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 child self-generated sexual images and/or videos and the act of extortion.<sup>7</sup>
- to ensure that sexual extortion of children involving child self-generated sexual images and/or videos is investigated and prosecuted.<sup>8</sup>

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<sup>6</sup> Recommendation II-9.

<sup>7</sup> Recommendation II-11.

<sup>8</sup> Recommendation II-12.

## Generic recommendations of the Committee on the legal frameworks

The Committee invites all Parties, including Norway:

- 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 as the Committee acknowledges that using the term “child pornography” can undermine the gravity of the crimes it refers to.<sup>9</sup>
- to have a definition of “child sexual abuse material” in line with its Recommendation II-1.<sup>10</sup>
- 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 Lanzarote Convention.<sup>11</sup>
- to adopt legislative or other measures which promote as a priority educational and other measures that will aim to support children in safely exploring their sexual development while understanding and avoiding risks deriving from the production and possession of self-generated sexual images and/or videos.<sup>12</sup>
- 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.<sup>13</sup>

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<sup>9</sup> Recommendation II-1.

<sup>10</sup> Recommendation II-3.

<sup>11</sup> Recommendation II-4.

<sup>12</sup> Recommendation II-7.

<sup>13</sup> Recommendation II-10.

### Promising practices:

(Education Act (2023))

#### § 12-3. Zero tolerance and preventive work

The school must not accept offensive behaviour, such as bullying, violence, discrimination and harassment. The school must work continuously to ensure that all pupils have a safe and good school environment.

#### § 12-4. Duty to ensure a safe and good psychosocial school environment (obligation to be active and duty to document)

Everyone who works at the school must monitor how the pupils are doing, and if possible, intervene if someone offends a pupil.

Everyone who works at the school must report to the headmaster if they suspect or become aware that a pupil does not have a safe and good school environment. This also applies when a pupil says that he or she does not feel safe and well. The school must immediately investigate the matter and rectify the situation with its own measures. The headmaster must report to the municipality or the county council in serious cases.

#### Example - Social Studies:

In the social studies subject the interdisciplinary topic of health and life skills refers to the pupils learning to be aware of their own identity and the development of their identity, as well as understanding the role of the individual in different settings. One part of the competence in this subject is to gain insight into how relationships and belonging play a part in interactions with others, including digitally. The subject shall help the pupils to make smart life choices and deal with challenges relating to sexuality, personal finances, drug and alcohol abuse, exclusion and digital interaction. The subject shall also enhance the pupils' understanding, respect and tolerance for diversity and other peoples' values and life choices and provide perspectives on what may constitute a good life. Through this subject, the pupils shall learn to identify areas in which human rights are violated, for example human trafficking and modern-day slavery, and to identify measures that can be taken to protect our basic human rights.

#### Competence aims after year 2

- talk about the opportunities and challenges involved in digital interaction
- talk about emotions, bodies, gender and sexuality and how both one's own and other peoples' boundaries can be expressed and respected

#### Competence aims after year 4

- talk about the rules and norms for protection of privacy, the sharing and protection of information, and what it means to use one's judgment in digital interaction
- talk about the boundaries related to the body, what violence and sexual abuse is, and how to obtain help if one has been the victim of violence and sexual abuse

#### Competence aims after year 7

- reflect on how one and other people participate in digital interaction, and discuss what it means to use one's judgment in the light of rules, norms and boundaries
- reflect on variations in identity, sexual orientation and gender expression, and one's own and others' boundaries in connection with emotions, the body, gender and sexuality and discuss what one can do if those boundaries are violated

#### Competence aims after year 10

- explore and reflect on one's own digital footprint and the possibility of deleting one's digital trail and the value of one's own and others' right to privacy, data protection and copyright
- reflect on how identity, self-image and one's own boundaries are developed and challenged in different environments, and present proposals for how one might deal with influence and unwanted events

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### 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 Norway

The Committee observed that Norway's investigation and prosecution services are already in line with some of its recommendations as Norway has:

- specialised investigative units for handling ICT facilitated sexual offences where these are committed by children.<sup>14</sup>
- training programmes provided by State authorities for law enforcement agents related to aspects of child sexual exploitation and sexual abuse,<sup>15</sup> in addition to other forms of training for law enforcement agents in police schools.<sup>16</sup>
- training for prosecutors on aspects of child sexual exploitation and sexual abuse.<sup>17</sup>

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

- 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.<sup>18</sup>

#### Follow-up actions:

The Norwegian Police Academy is developing a web-based course on ICT-facilitated sexual offences against children. The course is developed for personnel in the justice sector (including prosecutors and judges).

- 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.<sup>19</sup>

#### Follow-up actions:

According to the Criminal Procedure Act several covert coercive measures may be used to investigate serious ICT-facilitated offences against children, including offences related to "child pornography", making a child under 14 years of age perform acts corresponding to sexual activity on themselves or through violence or threatening conduct making anyone engage in sexual activity with another person or perform acts corresponding to sexual activity on themselves. Among others, the court may make an order permitting the police to carry out communications surveillance and other control of communication apparatus and collecting of computer data.

- The Committee also invites Norway to ensure that training<sup>20</sup> 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 judges.<sup>21</sup>

<sup>14</sup> Para. 135

<sup>15</sup> Para. 145, 146.

<sup>16</sup> Para. 159

<sup>17</sup> Para. 156.

<sup>18</sup> Recommendation III-16 and III-18.

<sup>19</sup> Recommendation III-28.

<sup>20</sup> Such trainings can also be part of broader training programmes.

<sup>21</sup> Recommendation III-17 and III-19.

## Generic recommendations of the Committee on investigations 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.<sup>22</sup>

#### Follow-up actions:

In 2024 the Government allocated NOK 30 million to increase capacity in the police to investigate and prosecute ICT facilitated sexual offences against children.

The Committee invites all Parties, including Norway:

- to ensure that the capacities of any investigative unit specialised in ICT-facilitated sexual offences against children take into account evolving technologies and online behaviours and reflect current practices used by perpetrators.<sup>23</sup>
- 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 child self-generated sexual images and/or videos.<sup>24</sup>
- 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.<sup>25</sup>
- to ensure that units, services or persons within courts responsible for ICT-facilitated sexual offences against children

have sufficient specialisation in offences involving child self-generated sexual images and/or videos.<sup>26</sup>

- 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.<sup>27</sup>
- 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.<sup>28</sup>

### 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.<sup>29</sup>

#### Follow-up actions:

The Norwegian Attorney General issues annual guidelines on priorities for investigations and criminal proceedings.

The Committee also invites all Parties, including Norway:

- 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, reflect current practices across Parties, including establishing and using national child abuse material databases, and that resources are sufficiently allocated.<sup>30</sup>
- to engage in and strengthen inter-Party cooperation for the purpose of

<sup>22</sup> Recommendation III-3 and III-7.

<sup>23</sup> Recommendation III-4.

<sup>24</sup> Recommendation III-5.

<sup>25</sup> Recommendation III-9.

<sup>26</sup> Recommendation III-10.

<sup>27</sup> Recommendation III-20.

<sup>28</sup> Recommendation III-21.

<sup>29</sup> Recommendation III-30.

<sup>30</sup> Recommendation III-24.

identifying child victims and perpetrators of ICT facilitated sexual offences, including, where appropriate, by providing access to each other's databases or shared databases, including those containing information on such perpetrators.<sup>31</sup>

- 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.<sup>32</sup>

- 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.<sup>33</sup>

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<sup>31</sup> Recommendation III-25, III-29.

<sup>32</sup> Recommendation III-31.

<sup>33</sup> Recommendation III-32.

Promising practices:

## 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 Norway

#### 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 Norway has established laws clarifying the circumstances in which its national criminal law will apply to a transnational situation following the territoriality principle. According to Section 7 of the Penal Code of Norway, a criminal act is considered to have taken place where the act was committed. However, when the punishability of an act is contingent on or affected by an actual or intended effect, the act is also deemed to have been committed at the place where the effect has occurred or was intended to be caused.<sup>34</sup>

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

The Committee notes that in some cases, foreign nationals who commit a criminal offence outside the territory of the Party can be prosecuted by the Party if an international treaty so requires. This can, in practice, cover persons who are habitually resident in the country, as requested by Article 25(1)(e) of the Convention. In this regard, the Committee observes that jurisdiction can be established in Norway, if Norway has an obligation to prosecute such offenses pursuant to an international agreement or international law.<sup>35</sup>

#### 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 Section 5 of the Norwegian Penal Code, prosecution of criminal acts committed

abroad by a Norwegian national or by a person who has his or her habitual residence in Norway is not dependent on a report from the victim or denunciation from the state where the offence was committed. However, criminal acts committed abroad shall, as a general rule, only be prosecuted if it is in the public interest ("*allmenne hensyn tilsier det*"). The decision is based on discretion, where the seriousness of the crime, among other things, is a significant factor.<sup>36</sup>

#### 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

Norway reported that it would assume jurisdiction over offences involving sexual abuse or sexual exploitation of children, irrespective of the laws of the State where the offence was committed, if committed by one of its nationals or by a person who has his or her habitual residence in its territory.<sup>37</sup>

#### 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 a national or a habitual resident in Norway only for offences punishable of imprisonment of at least

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<sup>34</sup> Para. 214.

<sup>35</sup> Para. 228.

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<sup>36</sup> Para. 218.

<sup>37</sup> Para. 224.

6 years.<sup>38</sup>

- The Committee requests Parties that are not already doing so, including Norway, 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.<sup>39</sup>

**Follow-up actions:**

Norwegian criminal legislation applies to acts to which Norway is entitled or obliged to prosecute pursuant to agreements with foreign states or otherwise pursuant to international law, cf. the Penal Code section 6. The Lanzarote Convention is considered an 'agreement with foreign states' for the purpose of section 6 of the Penal Code.

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<sup>38</sup> Para. 231.

<sup>39</sup> Recommendation IV-9.

Promising practices:

## 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 Norway

The Committee refers to Norwegian case law<sup>40</sup> while explaining the importance of international cooperation in all the aspects, from the starting point, to the prosecution, and shows the need for coordinated international answers not only in fighting sexual exploitation and sexual abuse against children but also in areas related to prevention, protection and assistance to child victims and persons related to them.<sup>41</sup>

The Committee observes that the PROMISE Barnahus Network,<sup>42</sup> WeProtect Global Alliance,<sup>43</sup> ECPAT<sup>44</sup> and EMPACT cybercrime CSE/CSA<sup>45</sup> conduct cooperation projects to prevent and combat sexual exploitation and sexual abuse of children in Norway.<sup>46</sup>

The Committee also observes that law enforcement representatives from Norway attend the Europol's central training course "Combatting the Sexual Exploitation of Children on the Internet" (COSEC)<sup>47</sup> and the Europol-Interpol-Cepol co-organised training course on victim identification (VID training course).<sup>48</sup>

- To improve the effective implementation of the Convention, the Committee requires Norway to ensure that victims of sexual exploitation or sexual abuse in matters related to child self-generated sexual images and/or videos 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.<sup>49</sup>

#### Follow-up actions:

Norwegian criminal legislation applies to all acts to which Norway is entitled or obliged to prosecute pursuant to the Lanzarote Convention. When the Norwegian criminal legislation applies, victims may make a complaint before the police in Norway.

<sup>40</sup> See Sylwander, K.R., Vervik, A-K. & Greijer, S. (2021). Online child sexual exploitation and abuse: A review of Norwegian case law. Oslo: ECPAT Norway: <https://static1.squarespace.com/static/55e5a4aae4b0a8e8abf5dcac/t/6062d3248f03b063e7d4b72a/1617089319499/ECPAT+Norway+Report+Online+and+media+facilitated+child+sexual+abuse+19+March+2021.pdf>

<sup>41</sup> Para.236.

<sup>42</sup> <https://www.barnahus.eu/en/>

<sup>43</sup> <https://www.weprotect.org/>

<sup>44</sup> <https://ecpat.org/>

<sup>45</sup> <https://www.europol.europa.eu/empact>

<sup>46</sup> Para.255.

<sup>47</sup> The course is also attended by experts from countries outside Europe, i.e. Australia, Canada, Colombia, New Zealand, Singapore and the United States.

<sup>48</sup> Para.259.

<sup>49</sup> Recommendation V-17.



## Generic recommendations of the Committee on international cooperation

- The Committee requests all Parties, including Norway, to extend their international cooperation with other Parties to improve the effective implementation of the Lanzarote Convention.<sup>50</sup>

### Follow-up actions:

In 2024 the Norwegian National Police entered into an Memorandum of Understanding with the National Bureau of Investigations in the Philippines on cooperation in cases concerning sexual exploitation of children, in particular livestreaming of child sexual abuse.

The Committee invites all Parties, including Norway:

- 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.<sup>51</sup>
- to expand international cooperation with countries which are not Parties to the Lanzarote Convention to disseminate the standards of the Lanzarote 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 Lanzarote Convention, in matters related to child self-generated sexual images and/or videos.<sup>52</sup>
- to regularly assess the difficulties that they face when dealing with international cooperation and remedy them.<sup>53</sup>
- 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.<sup>54</sup>

- 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.<sup>55</sup>
- 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.<sup>56</sup>
- to maintain and develop efforts to strengthen international cooperation with other Parties and non-Parties to the Lanzarote Convention, in investigation and proceedings concerning the offences established in accordance with the Lanzarote 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.<sup>57</sup>
- 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

<sup>50</sup> Recommendation V-3.

<sup>51</sup> Recommendations V-6, V-11.

<sup>52</sup> Recommendations V-4, V-7, V-12, V-15.

<sup>53</sup> Recommendation V-5.

<sup>54</sup> Recommendation V-8, V-13.

<sup>55</sup> Recommendation V-9.

<sup>56</sup> Recommendation V-10.

<sup>57</sup> Recommendations V-14, V-16.

benefit of third States.<sup>58</sup>

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<sup>58</sup> 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 of the Committee on assistance to victims specific to Norway

The Committee observes that in Norway, the government provides moral and financial compensation to victims of crime, including victims of sexual abuse.<sup>59</sup>

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<sup>59</sup> Para. 293.

#### Generic recommendations of the Committee on assistance to victims

- The Committee invites all Parties, including Norway, 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.<sup>60</sup>

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<sup>60</sup> Recommendation VI-2.

Promising practices:

## 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 Norway

The Committee observes that in Norway, NGOs, along with the media, different helplines, schools and other educational institutions are the most involved counterparts in the prevention of child sexual abuse and exploitation and victim assistance activities.<sup>61</sup>

The Committee also observes that in Norway there are cases where state and civil society representatives cooperate through working groups.<sup>62</sup> 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.<sup>63</sup>

Additionally, Norway 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.<sup>64</sup> Other civil society projects that take place in Norway - whether or not carried out in cooperation with the State – include educational activities aimed at preventing abuses related to the sharing CSGSIV.<sup>65</sup>

Norway also mentioned programmes meant to assist victims of offences related to CSGSIV and different forms of assistance other than reporting mechanisms such as free psychological support to children provided by NGOs.<sup>66</sup>

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<sup>61</sup> Para. 308.

<sup>62</sup> Para. 312.

<sup>63</sup> Para. 320, 321.

<sup>64</sup> Para. 315.

<sup>65</sup> Para. 323.

<sup>66</sup> Para. 327, 329.

## Generic recommendations of the Committee on civil society involvement and cooperation

The Committee invites all Parties, including Norway:

- 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.<sup>67</sup>
- 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.<sup>68</sup>
- to encourage the participation of children, according to their evolving capacity, in the development and implementation of state policies, programmes or other initiatives<sup>69</sup> 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.<sup>70</sup>

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<sup>67</sup> Recommendation VII-3.

<sup>68</sup> Recommendation VII-4.

<sup>69</sup> 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.

<sup>70</sup> Recommendations VII-6, VII-7.

## Promising Practice

Norway has developed interactive games on the topic of child safety online.

### Promising practices:

Culture and leisure activities, sports, and volunteering free from sexual harassment is a prioritized goal for the Norwegian government. Dialogue and funding enable voluntary organizations to carry out safe activities and facilitate the organizations' efforts to prevent abuse. Civil society actively contributes to strengthen competence on how to prevent and act on sexual harassment. For example, the Norwegian Olympic and Paralympic Committee and Confederation of Sports (NIF) offer information, training, and guidance on the prevention and handling of sexual abuse and harassment in sports. This includes courses on handling whistleblowing cases and other targeted courses for coaches and other trusted persons in organized sports. The Norwegian Children and Youth Council (LNU) program "Trygg!" ("Safe!") against sexual harassment and abuse includes courses and guidance to handle and preventing harassment abuse and whistleblowing cases within youth organisations. LNU has also developed the digital guide [trygg.lnu.no](https://trygg.lnu.no).



## 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 Norway

The Committee observes that in Norway, besides monitoring and combating cybercrime (investigation and identification of victims and perpetrators of crimes), providing advice on sharing sexually explicit content online is one of the many topics covered by online police patrols (*Nettpatruljer*), along with general online safety, children's rights online, offences such as online scams, internet viruses and online blackmail. In addition, the Norwegian National Criminal Investigation Service (Kripos) has conducted an awareness-raising campaign on illegal distribution of sexual images. The aim is to inform secondary-school pupils about what is legal and what is not and to enable them to recognise the personal and criminal consequences that sharing illegal images can entail.<sup>71</sup>

Additionally, in Norway, the Safer Internet Centre (SIC: consisting of the Norwegian Media Authority and the Cross My Heart helpline) co-ordinates initiatives and joint work for children and the media at the national level, working with government departments/ministries, non-profit and voluntary organisations, businesses and industry bodies.<sup>72</sup>

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<sup>71</sup> Para. 365.

<sup>72</sup> Para. 378.

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 Norway:

- 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.<sup>73</sup>
- 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.<sup>74</sup>
- 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.<sup>75</sup>
- to have available awareness-raising tools, materials, and activities suitable for children with disabilities.<sup>76</sup>
- 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.<sup>77</sup>
- 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.<sup>78</sup>

- 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.<sup>79</sup>
- 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.<sup>80</sup>
- 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.<sup>81</sup>

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<sup>73</sup> Recommendation VIII-1.

<sup>74</sup> Recommendation VIII-2.

<sup>75</sup> Recommendation VIII-3.

<sup>76</sup> Recommendation VIII-4.

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<sup>78</sup> Recommendations VIII-6.

<sup>79</sup> Recommendation VIII-7.

<sup>80</sup> Recommendation VIII-8.

<sup>81</sup> Recommendation VIII-9.

#### Promising practices:

- In 2024 Norway issued recommendations to implement restrictions on mobile phones in schools and to introduce filters on all digital devices that pupils have access to in schools.
- For the lower grades Norway recommends, that mobile phones are not allowed in either classes or breaks, and that they have filters that only allow access to pre-approved software and apps (whitelisting).
- Ung.no (Young.no) is a government website providing information on young people's rights, options and obligations. The target group is youngsters between the ages of 13 and 20. All materials made available on ung.no are updated and quality controlled. Topics include sexuality, sexual abuse and online safety, the sharing of nude material online.
- The Government will present a white paper on the topic Safe Digital Childhood in 2025. One of the aims is to reduce the negative effects of children's use of internet and social media.

## 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 Norway

The Committee observes that although information on the prevention of sexual exploitation and sexual abuse of children is part of the national curriculum of a majority of Parties, Norway is among the minority that explicitly address the challenges raised by CSGSIV.<sup>82</sup> In Norway, both national curricula and non-formal educational activities address the challenges raised by CSGSIV.<sup>83</sup>

Additionally, the Committee observes that Norway is among the minority of Parties that involve parents and other care takers in prevention and awareness raising initiatives.<sup>84</sup> The website "Foreldrehverdag" provides general guidance to parents and addresses the challenges that many parents face when bringing up children. The website covers issues such as children's and adolescents' digital life, sexuality, social media, sharing sexual images, etc.<sup>85</sup>

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<sup>82</sup> Para. 383.

<sup>83</sup> Para. 385.

<sup>84</sup> Para. 402.

<sup>85</sup> Para. 403.

## Generic recommendations of the Committee on education for children

The Committee invites all Parties, including Norway:

- to consistently involve children in the development of internet safety awareness programmes.<sup>86</sup>
- to ensure that there is a standing national internet safety resource, with an ongoing programme of activities.<sup>87</sup>
- to provide information to children on child sexual exploitation and sexual abuse, facilitated by ICTs, including as regards child self-generated sexual images and/or videos, 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.<sup>88</sup>

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<sup>86</sup> Recommendation IX-4.

<sup>87</sup> Recommendation IX-5.

<sup>88</sup> Recommendation IX-6.

#### Promising practices:

In Norway, the new curriculum (LK20) has goals that will enable children and young people to reflect on how oneself and others participate in digital interaction. Curriculum objectives in social studies after 7th grade are:

- a) to reflect on how oneself and others participate in digital interaction
- b) to reflect on variations in identities, sexual orientation and gender expression.

The Norwegian Directorate of Education has developed a support resource which shows how these topics are part of the curriculum in both primary and secondary schools. It can be used by the school's staff as a starting point for planning and sharing reflection. The website "dubestemmer.no" ("Youdecide") is a teaching resource about privacy and digital responsibility for children and young adults aged 9-18 years. Among other things it addresses the spread of nude photos.

### 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 Norway

The Committee observes that in Norway, some of the professionals 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.<sup>89</sup> 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.<sup>90</sup>

Therefore, the Committee requires Norway:

- 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

and 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 health sector
- in the social protection sector
- in areas relating to sport, culture, and leisure activities.<sup>91</sup>

#### Follow-up actions:

- 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.<sup>92</sup>

<sup>89</sup> Para. 428.

<sup>90</sup> Para. 429.

<sup>91</sup> Recommendation X-5, X-6.

<sup>92</sup> Recommendation X-7.

**Follow-up actions:**

LNU – The Norwegian Children and Youth Council has developed a course and tool called LNU Trygg (Safe) to help prevent sexual abuse and harassment in youth organizations. The course is designed for employees and volunteers in youth organizations, as well as staff and participants in leisure clubs for young

people. It includes a component on sexual boundaries and online abuse to address the risks and challenges youth may face in digital spaces. The program is financially supported by The Norwegian Directorate of Health.

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

The Committee also invites all Parties, including Norway:

- 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.<sup>93</sup>
- 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.<sup>94</sup>

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<sup>93</sup> Recommendation X-2.

<sup>94</sup> Recommendation X-3.

## Promising Practices

In Norway, the teaching aid “Snakke sammen” (“talking together”) was launched in April 2018. “Snakke sammen” is a digital learning platform intended to make adults more confident to talk with children about topics that they are worried about. The core content of “Snakke sammen” is a simulation game that provides practical training and help when it comes to broaching difficult subjects with children and young people, for instance sexual abuse online. The platform also contains films of a child in conversation with an adult, for teaching and inspiration, and articles so one can learn more about the topic. “Snakke sammen” can be used by any adult who is in contact with children in their daily work.

Additionally, in Norway, framework plans for the various teacher educations contain requirements that the candidates through the education must gain knowledge of the topic of violence and abuse against children and young people and be familiar with legislation and rights in the area. They must also be able to identify signs of violence and sexual abuse, and be able to implement the necessary measures, possibly in collaboration with relevant professional bodies.

### Promising practices:

PROFUND is an interdisciplinary collaboration between the professional educations - nursing, social worker, protective care, child welfare, teacher and kindergarten teacher. Through seminars, discussions, work with cases and practice, the students get to know each other's social mandate and professional understanding. PROFUND's mandate is to make students better able to collaborate with other professions i.e. on combating violence and abuse against children and young people.



## 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 of the Committee on research specific to Norway

The Committee observed that Norway has provided information on research undertaken on the issues raised by CSGSIV.<sup>95</sup> The research on CSGSIV was conducted as part of a broader research project on children and the media/the internet<sup>96</sup> in Norway.<sup>97</sup> Additionally, Norway has informed of its participation in the EU Kids Online research project.<sup>98</sup> Information on the psychological effects arising from CSGSIV being shared online has been collected at different instances in Norway.<sup>99</sup> In 2018 NOVA/OsloMet launched a report which included information on psychological effects related to self-generated sexual images and/or videos.<sup>100</sup> The Ministry of Justice and Public Security currently support three larger projects initiated following the 2021 NOVA/OsloMet scoping review about technology-assisted sexual abuse against children and adolescents. Thus, Sintef conducts a project for systematic review of causes and mechanisms that promote and inhibit sexually harmful behaviour on and off the Internet, and research on the effects of measures to prevent and combat sexual abuse of children and adolescents as well as treatment directed toward offenders. NKVTS and NOVA conduct a project seeking to shed light on characteristics of offenders and children exposed to abuse facilitated by ICTs. The project will contribute to a better

understanding of the phenomenon, measures on the prevention side, and more effective investigation and adequate help after abuse. NTNU and Trøndelag Police District lead a project consisting of a mapping and analysing used for access to and sharing of abusive material.

The Committee observes that Norway has collaborated with<sup>101</sup> NGOs and non-governmental initiatives or research centers.<sup>102</sup> In the context of the EU Kids Online surveys, Norway has indicated that the research was carried out by universities and supported by the government.<sup>103</sup>

The Committee also observes that in Norway, some of the research projects and publications on the topic were carried out by public authorities. For instance, the National Media Authority undertakes surveys<sup>104</sup> funded by relevant ministries.<sup>105</sup>

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<sup>95</sup> Para. 437.

<sup>96</sup> A survey "Barn og medier" (Children and Media) is conducted bi-annually.

<sup>97</sup> Para. 438.

<sup>98</sup> Para. 440.

<sup>99</sup> Para. 441.

<sup>100</sup> NOVA/OsloMet report: <https://kriminalitetsforebygging.no/wp-content/uploads/2018/12/Nettutg-NOVA-Rapport-Nettovergrep-10-2018.pdf>

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<sup>101</sup> Research "Seks onder je 25e":

<https://seksonderje25e.nl/>

<sup>102</sup> Para. 450.

<sup>103</sup> Para. 453, 454.

<sup>104</sup> Survey "Barn og medier" (Children and Media).

<sup>105</sup> Para. 451.



## Generic recommendations of the Committee on research

The Committee invites all Parties, including Norway:

- to collect data and undertake research at the national and local levels to observe and evaluate the phenomenon of child self-generated sexual images and/or videos.<sup>106</sup>
- 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.<sup>107</sup>
- 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.<sup>108</sup>
- 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 child self-generated sexual images and/or videos, with due respect for the requirements of personal data protection.<sup>109</sup>

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<sup>106</sup> Recommendation XI-1.

<sup>107</sup> Recommendation XI-2.

<sup>108</sup> Recommendation XI-3.

<sup>109</sup> Recommendation XI-4.

### Promising Practice

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

Promising practices: