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## **Cybercrime Convention Committee (T-CY)**

### **T-CY Workplan**

**for the period**

**January 2026 – December 2027**

Draft version for consideration by the 33rd T-CY Plenary (13-14 November 2025)

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## 1 Functions of the Cybercrime Convention Committee (T-CY)

- 1 The Cybercrime Convention Committee (T-CY) is the mechanism enabling the “Consultations of the Parties” in line with Article 46 of the Convention on Cybercrime (hereinafter referred to as the “Budapest Convention” or the “Convention”) which states that the Parties to the Convention “shall consult periodically with a view to facilitating”:

- “the effective use and implementation of this Convention”;
- “the exchange of information”;
- “the consideration of possible supplementation or amendment of the Convention”.

- 2 Article 46 is thus the legal basis for the activities of the T-CY. The consultations are to be governed by a “flexible” procedure, leaving it to the Parties to decide how and when to convene. The T-CY [Rules of Procedure](#) sets out the operation and activities of the T-CY. These state in Article 1 that in pursuance of its functions under Article 46 of the Convention the T-CY shall carry out the following activities (in summary form):

- Undertake assessments of the implementation of the Convention by the Parties;
- Adopt opinions and recommendations on the interpretation and implementation of the Convention; including Guidance Notes;
- Consider preparing draft legal instruments;
- Adopt opinions requested by Council of Europe bodies;
- Review the functioning of 24/7 points of contact;
- Encourage accessions to the Budapest Convention;
- Promote common positions of the Parties in international fora;
- Engage in dialogue with relevant international organisations;
- Promote capacity building;
- Establish working groups to research or address specific questions.

## 2 Workplans 2012 – 2025

- 3 The T-CY had previously adopted an Action Plan for the period 2012 – 2013, a [Workplan](#) for the period 2014 – 2015, a [Workplan](#) for 2016 – 2017, a [Workplan](#) for 2018 – 2019/20<sup>1</sup>, one for [2021](#), one for [2022 – 2023](#) and one for [2024 – 2025](#). Under these workplans, the T-CY, among other things:

- Carried out three cycles of assessments covering the [preservation](#) provisions of the Convention, the functioning of [mutual legal assistance](#) and [sanctions and measures](#) and ensured follow up to the recommendations of resulting from these assessments;
- Adopted 14 [Guidance Notes](#);
- Established and concluded work on [transborder access to data](#), on [cloud evidence](#); and on [undercover investigations and extension of searches](#);
- Prepared a [mapping study on cyberviolence](#); and adopted a recommendation leading to the setting up of [an online tool on cyberviolence](#);
- Commenced work on a draft mapping study on cybercrime, electronic evidence and artificial intelligence and a draft mapping study on virtual assets and the relevance of the Convention on Cybercrime and its Second Protocol (2AP);
- Prepared draft templates for [MLA requests for subscriber information](#) and for [preservation requests](#);
- Supported the process of [signatures, ratification and accessions](#) to the Convention. During this period, the number of Parties increased to 81 and 14 States had signed it or been invited to accede as of September 2025;
- Contributed to the streamlining of the accession procedures to Council of Europe conventions;

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<sup>1</sup> In the light of the COVID-19 Pandemic and the postponement of the 23<sup>rd</sup> T-CY Plenary from June 2020 to 30 November 2020, T-CY members had agreed in May 2020 to extend the workplan to December 2020.

- Pursued common positions in several international meetings;
  - Promoted capacity building as an international approach and closely cooperated with the capacity building activities of the Council of Europe, in particular the [Cybercrime Programme Office of the Council of Europe \(C-PROC\)](#) in Romania;
  - Documented the [use of the Budapest Convention in practice](#);
  - The T-CY Members provided input to the [Good Practice Study on the implementation of the First Protocol to the Convention on Cybercrime concerning xenophobia and racism online](#);
  - Contributed to the [Octopus Community](#) with its country wikis, legal profiles and tool on international cooperation;
  - Invited additional international organisations to join the T-CY as observers;
  - Facilitated common positions by the Parties in the UN Ad Hoc Committee tasked to elaborate a United Nations treaty on “the use of information and communication technologies for criminal purposes”. This resulted in the adoption of a treaty that is largely consistent with the Convention and comprises human rights and rule of law safeguards;
  - Doubled the number of annual plenary meetings;
  - Carried out the [fourth cycle](#) of T-CY assessments covering Article 19 of the Convention and invited Parties to provide an update on follow up to applicable recommendations.; and importantly
  - Negotiated the [2AP to the Budapest Convention on enhanced cooperation and disclosure of electronic evidence](#).
- 4 With this important work accomplished, including the successful negotiation and opening for signature in May 2022 of the 2AP, the Budapest Convention will remain highly relevant for years to come.

### **3 Strategic directions of the workplan 2026-2027**

- 5 Since the opening for signature of the 2AP in May 2022, two States had ratified it and an additional 49 States had signed it by September 2025. Five ratifications are necessary for its entry into force. Promoting additional signatures and in particular ratification by States will be a priority in 2026 and 2027. Upon entry into force, the T-CY and its Secretariat will also need to assume additional functions.
- 6 Core functions of the T-CY include the preparation of Guidance Notes and the assessment of implementation of the Convention. A follow-up to the assessment of Article 19 on the “search and seizure of stored computer data” will be an important task in the upcoming period. The T-CY may consider preparing additional Guidance Notes and will conduct new assessments.
- 7 The T-CY established a working group on artificial intelligence to prepare a draft mapping study on cybercrime, electronic evidence, and artificial intelligence. It also decided to develop a separate draft mapping study on virtual assets and the relevance of the Convention and its 2AP. Timely completion of these tasks in the upcoming period will be crucial to place the T-CY in a position to address these current and impactful challenges to combating cybercrime and the collection of electronic evidence.
- 8 The T-CY will also need to consider, if and when appropriate, other legal, policy or technological developments as well as good practices. For example, with respect to ransomware, cyberviolence, cyber interference in democracy, impact of criminal justice frameworks on cybersecurity and research, but also with regard to challenges to the freedom of expression arising from laws on cybercrime. The T-CY will also take into consideration the needs and interests of victims of cybercrime.
- 9 A new treaty process at the United Nations level related to cybercrime led to the adoption of the treaty by the UN General Assembly on 24 December 2024 and opening for signature of the treaty in Hanoi in October 2025. The T-CY should closely follow the forthcoming steps toward the implementation of the UN treaty to ensure that consistency with the Budapest Convention is maintained and that conditions and safeguards stipulated in the UN treaty are adhered to.
- 10 In the light of this, the objectives of the T-CY in 2026-2027 are as follows:

- **Objective 1: Support signature, ratification, entry into force and implementation of the Second Additional Protocol to the Budapest Convention**

T-CY members are encouraged to facilitate signature and ratification of the 2AP by their respective governments. Parties should equally ensure effective implementation of the Protocol within their jurisdictions. The T-CY Bureau and T-CY members are also encouraged to raise awareness of this Protocol and its benefits, provide an understanding of the Protocol's provisions, and assist interested States in identifying the necessary steps towards signature and ratification. C-PROC may support Parties in their efforts through capacity building activities.

- **Objective 2: Support the quality of implementation of the Convention and its Protocols by the Parties**

The preparation of Guidance Notes as well as assessments of implementation of the Convention are among the core functions of the T-CY. A follow-up to the assessment of Article 19 on the "search and seizure of stored computer data" will be an important task in the upcoming period. The T-CY will adopt additional Guidance Notes. It may also review and update existing Guidance Notes and will conduct further assessments. Furthermore, the T-CY will coordinate with the Cybercrime Programme Office of the Council of Europe (C-PROC) regarding capacity building activities in support of the Convention and its Protocols.

- **Objective 3: Enlarge membership in the Convention on Cybercrime and Protocols**

The effectiveness of the Convention and its Protocols increases the more States join them. Therefore, the T-CY will engage in dialogue with States that have already signed it or been invited to accede to encourage completion of the process of ratification or accession. The T-CY will also reach out to other States prepared to implement the provisions of the Convention and engage in effective international cooperation in order to encourage accession, including their adherence to the conditions and safeguards under the Convention.

- **Objective 4: Ensure the continued relevance of the Budapest Convention**

Completing the mapping studies on artificial intelligence and on the relevance of the Convention's framework in the context of virtual assets will be important tasks for the T-CY in the upcoming period.

Consideration of other significant legal, policy or technological developments related to cybercrime and electronic evidence is also among the core functions of the T-CY, and this may include, if and when appropriate, topics such as ransomware, cyberviolence, cyber interference in democracy or impact of criminal justice frameworks on cybersecurity and research.

As governments increasingly make use of cybercrime laws to address issues related to hate speech, hate crime, disinformation or similar, the T-CY may explore options to provide further guidance on reconciling cybercrime legislation with principles of the freedom of expression and the rule of law.

Cybercrime and electronic evidence are transversal challenges that affect other areas of work of the Council of Europe. Therefore, the T-CY will need to increase the engagement with other relevant bodies of the organisation. Examples include the Lanzarote Convention Committee regarding the protection of children against online sexual exploitation and sexual abuse, the Committee of the Parties of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention), the Consultative Committee on Data Protection, the Steering Committee on Counter-Terrorism (CDCT), the Committee of Experts on the Operation of European Conventions on Co-operation in Criminal Matters (PC-OC), the MONEYVAL anti-money laundering evaluation mechanism, Committee on

Artificial Intelligence (CAI), other bodies dealing with artificial intelligence or other bodies dealing with work related to the T-CY.

In 2024, the T-CY decided to hold meetings with civil society, the private sector, and other relevant stakeholders to exchange views and share information. The first meeting of this kind was held in December 2024, followed by a second meeting in November 2025. The T-CY will continue to hold such meetings in 2026 and 2027.

With the 2AP, the Budapest Convention will remain the most relevant international treaty on cybercrime in the years to come. Since the start of the UN treaty process in February 2022 (pursuant to UN General Assembly Resolution 74/247), T-CY members helped ensure that the treaty adopted by the UN General Assembly in December 2024 is largely consistent with the Budapest Convention and includes human rights and rule of law safeguards. The T-CY will follow its implementation to monitor consistency with the Budapest Convention is maintained and strongly advocate for conditions and safeguards stipulated in the UN treaty which are similar to the Budapest Convention to be adhered to. It will also explore possible synergies of the UN Convention with the framework of the Budapest Convention. The T-CY may also need to engage, as appropriate, with any future UN Conference of State Parties or the Ad Hoc Committee's continuing work with a view to negotiating a draft protocol supplementary to the UN Convention, to share knowledge on the implementation of aspects which are modelled off the Budapest Convention to achieve global consistency in cybercrime and electronic evidence international frameworks, and share experiences in current or emerging challenges already considered by the T-CY.

▪ **Objective 5: Review the financial resourcing of the T-CY**

Implementation of the Workplan 2026–2027 requires resources. It is recalled that T-CY 9 (June 2013) agreed on co-funding the T-CY through voluntary contributions. A number of Parties have since provided voluntary contributions to the project Cybercrime@Octopus and, since 2021, to the Octopus Project. These helped ensure the functioning of the T-CY so far. With increased membership in the T-CY, additional extra-budgetary funding will be required to ensure the functioning of the T-CY.

11 These priorities can be translated into the following actions.<sup>2</sup>

**4 Objectives and actions 2026-2027**

<b>Objective 1</b>	<b>Support signature, ratification, entry into force and implementation of the Second Additional Protocol to the Budapest Convention</b>
Action 1.1	T-CY members to promote additional signatures of the 2AP and the process of ratification by their respective government. Parties should ensure effective implementation of the Protocol within their jurisdictions. T-CY Plenaries to take stock of the status of signature and ratification by Parties.
Action 1.2	Prepare a concept regarding additional functions of the T-CY and Secretariat emanating from the 2AP.
Action 1.3	Policy dialogue and other assistance to promote implementation and ratification of the 2AP in addition to the Convention and the First Additional Protocol.

<sup>2</sup> This is with the understanding that the support of a Party regarding actions related to the First or Second Additional Protocol may be subject to its status regarding these instruments.

<b>Objective 2</b>	<b>Support the quality of implementation of the Convention and its Protocols by the Parties</b>
Action 2.1	Prepare Guidance Notes, including updating existing Guidance Notes, if necessary to facilitate the application of the Convention by the Parties.
Action 2.2	Complete follow-up to the 4 <sup>th</sup> assessment cycle on Article 19 (search and seizure) of the Convention. The T-CY will conduct new assessments.
Action 2.3	<p>Ensure compliance by Parties with the international cooperation provisions, including Article 24 (extradition), Article 27 (Procedures pertaining to mutual assistance requests in the absence of applicable international agreements) and Article 35 (24/7 points of contact)</p> <ul style="list-style-type: none"> <li>▪ Secretariat to update the directory of authorities for mutual assistance (Article 27) and extradition (Article 24) and the directory of 24/7 contact points (Article 35) and to inform the T-CY should issues arise;</li> <li>▪ Parties to follow up at domestic levels if necessary.</li> </ul>
Action 2.4	Share experience in the implementation of the Protocol to the Budapest Convention on Xenophobia and Racism (ETS 189) by its Parties.
Action 2.5	Promote capacity building through the Cybercrime Programme Office of the Council of Europe (C-PROC) in Bucharest.
<b>Objective 3</b>	<b>Enlarge membership in the Convention on Cybercrime and its Protocols</b>
Action 3.1	Engage in policy dialogue with States that have signed or been invited to accede to the Convention but are not yet Parties in view of completing the process of ratification or accession. This may include T-CY missions to these countries.
Action 3.2	<p>Support accession by States:</p> <ul style="list-style-type: none"> <li>▪ Encourage States with the necessary level of legislation, capacities, and compliance with the Convention's conditions and safeguards to request accession to the Budapest Convention;</li> <li>▪ Once an accession request and supplementary information have been received, T-CY members <ul style="list-style-type: none"> <li>- to participate actively in the consultations within their governments to reach a decision on the request</li> <li>- to seek to have their governments participate actively in discussions on accession requests in CoE bodies;</li> </ul> </li> <li>▪ Parties to the Convention and the Council of Europe to provide or facilitate targeted technical assistance, if necessary, to help meet necessary requirements, either through the capacity building programmes of the CoE or other bi- or multilateral actions.</li> </ul>
<b>Objective 4</b>	<b>Ensure the continued relevance of the Budapest Convention</b>
Action 4.1	Complete the mapping study on cybercrime, electronic evidence and artificial intelligence.
Action 4.2	Complete the mapping study on virtual assets and the relevance of the Convention on Cybercrime and its 2AP.
Action 4.3	Identify and document other significant legal, policy, or technological developments, as well as good practices, including, if and when appropriate, those related to

	ransomware, cyberviolence, cyber interference in democracy, impact of criminal justice frameworks on cybersecurity and research, the reconciliation of cybercrime legislation with the principles of freedom of expression and the rule of law, and other challenges related to cybercrime and electronic evidence while also taking into consideration the needs and interests of victims of cybercrime.
Action 4.4	Ensure transversal coordination with relevant Council of Europe bodies and appoint T-CY members to participate in the work of relevant committees.
Action 4.5	Hold meetings with civil society, the private sector, and other relevant stakeholders to exchange views and share information.
Action 4.6	Ensure close coordination between the Parties, ensure representation of the T-CY and facilitate common positions in relevant international meetings on cybercrime, including in view of consistency between the UN treaty against cybercrime and the Budapest Convention, adherence to the conditions and safeguards stipulated in the UN treaty, and exploring possible synergies between the two frameworks.
Action 4.7	Facilitate outreach to States interested in the experience of the Budapest Convention and its Protocols.
<b>Objective 5</b>	<b>Review the financial resourcing of the T-CY</b>
Action 5.1	The Secretariat to inform the T-CY at each Plenary on the status of T-CY financing in the light of the decision taken by the T-CY at the 9 <sup>th</sup> Plenary (June 2013).
Action 5.2	T-CY to take further decisions to ensure co-financing of the T-CY, if necessary.



## 5 Appendix

### Article 46 – Consultations of the Parties

- 1 The Parties shall, as appropriate, consult periodically with a view to facilitating:
  - a the effective use and implementation of this Convention, including the identification of any problems thereof, as well as the effects of any declaration or reservation made under this Convention;
  - b the exchange of information on significant legal, policy or technological developments pertaining to cybercrime and the collection of evidence in electronic form; c consideration of possible supplementation or amendment of the Convention.
- 2 The European Committee on Crime Problems (CDPC) shall be kept periodically informed regarding the result of consultations referred to in paragraph 1.
- 3 The CDPC shall, as appropriate, facilitate the consultations referred to in paragraph 1 and take the measures necessary to assist the Parties in their efforts to supplement or amend the Convention. At the latest three years after the present Convention enters into force, the European Committee on Crime Problems (CDPC) shall, in co-operation with the Parties, conduct a review of all of the Convention's provisions and, if necessary, recommend any appropriate amendments.
- 4 Except where assumed by the Council of Europe, expenses incurred in carrying out the provisions of paragraph 1 shall be borne by the Parties in the manner to be determined by them.
- 5 The Parties shall be assisted by the Secretariat of the Council of Europe in carrying out their functions pursuant to this article.