

INHOPE

Global CSAM Legislative Overview

Executive Summary



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A summary of the overview of national CSAM legislations in INHOPE
Member Countries and the Lanzarote Convention State Parties

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September 2024*

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Funded by
the European Union



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Acknowledgements

INHOPE would like to thank all member hotlines, the Lanzarote Committee and Lanzarote State Parties for their support and invaluable input in the creation of the second Global Legislative Overview of CSAM. We also wish to express our deep gratitude to the European Commission and the Council of Europe for the funding of this report.

Disclaimer

The findings contained in this report are strictly based on the input given by the INHOPE member hotlines and the Lanzarote State Parties. This report is funded by the European Commission and the Council of Europe. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union, the Council of Europe nor the European Education and Culture Executive Agency. Neither the European Union, the European Education and Culture Executive Agency nor the Council of Europe can be held responsible for them.

The opinions expressed in this work are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.

Full Report

This document is based on the Global CSAM Legislation Overview Full Report, which covers in detail the legal status and capacities of all INHOPE hotlines, as well as the national and regional legislation regulating child sexual abuse and exploitation material across 61 countries.



[Access the Global CSAM Legislative Overview - Full Report](#)



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Introduction



Introduction

INHOPE is the global network of hotlines combatting online child sexual abuse material (CSAM). The network consists of 54 hotlines in 50 countries (as of April 2024) that provide the public with a way to anonymously report illegal content online, in particular CSAM. Across the INHOPE network, over 200 hotline analysts work daily to identify and remove CSAM from the internet and to share information with law enforcement so they can safeguard victims and bring perpetrators to justice.

As the technology and internet landscape rapidly advances, the INHOPE network observes a continuous growth in CSAM reports over the years. In 2023, the INHOPE network handled a significant volume of 785,322 reports of potential child abuse through ICCAM¹, of which 69% were classified as illegal. Additionally, offenders have become bolder and more tech savvy, deploying brand new technologies in the production and distribution of CSAM online. In particular, it is found that Artificial Intelligence (AI) technologies are being used to create new categories of abuse at scale. As AI can offer advantages in aiding hotlines in the identification and removal of CSAM, it has also introduced a new online threat: AI-generated CSAM, an emerging form of abuse material that can be generated at the push of a button.

In the wave of technological changes, the strength of the INHOPE network comes from its interconnected, global nature which allows for the exchange and rapid removal of CSAM around the world. INHOPE member hotlines work in unison by sharing critical information, reports and trends to ensure the rapid removal of CSAM. However, the reality of operating in 50 different legal jurisdictions comes with challenges, especially with the classification of material. Types of content that are illegal in certain countries may not be treated similarly across the entire network. In addition, the advancement of technology indicates the need for constant reflection of legislation to ensure adequate and effective safe measures are in place for the most vulnerable groups.

The Global CSAM Legislation Overview sets to delineate the legislative framework of 49 countries that INHOPE member hotlines operate in.² 36 of these countries are Parties to the Lanzarote Convention,³ and the document also includes analysis of 12 additional Lanzarote Convention State Parties. The aim of this document is to serve as a reference list of relevant national legislation regarding CSAM, in hope of further supporting advocacy and outreach activities, legislative improvement at the national, regional and international levels and facilitate information sharing both within and beyond the INHOPE network. The information is strictly based on the input provided by the national hotlines and publicly available information on the Lanzarote Convention State Parties.

This Executive Summary offers a general comparative overview of the legislative landscape concerning CSAM across 61 countries. The information presented is also organised into two tables in Annex I and II, showing the national legality of types of CSAM content and CSAM contexts. For detailed insights into each country's national legislation, please refer to the [Global CSAM Legislation Overview – Full Report](#).

Acronyms

AI: artificial intelligence
CSAM: child sexual abuse material
CSEM: child sexual exploitation material
CSA: child sexual abuse
EC: European Commission
EU: European Union
HP: hosting provider
ICCAM: INHOPE's secure software solution to collect, exchange and categorise reports of child sexual abuse material.
LEA: law enforcement agencies
MOU: Memorandum of Understanding
NPI: Non-photographic child sexual abuse material
NTD: Notice and Takedown
OCSEA: online child sexual exploitation and abuse



1) ICCAM is a secure technology platform that allows INHOPE hotlines to exchange reports and critical information with hotlines, law enforcement agencies and INTERPOL. Learn more about ICCAM [here](#).

2) Japan is included in this document with information provided by the former hotline, SIEMPLE. However, please note that SIEMPLE is no longer a member of INHOPE from April 2024.

3) The Council of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse, also known as "the Lanzarote Convention", requires criminalisation of all kinds of sexual offences against children, and it is open to accession by States worldwide. Learn more about the Lanzarote Convention [here](#).

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Hotlines



Overview of INHOPE hotlines

The Global CSAM Legislation Overview covers 53 out of 55 INHOPE member hotlines in 49 countries:

Africa

Nigeria – Action Against Child Sexual Abuse Initiative

South Africa – Film and Publication Board

Americas

Argentina – Grooming Argentina

Colombia – Te Protejo Colombia

Mexico – Te Protejo México

United States of America – CyberTipline

Asia & Oceania

Australia – Cyber Report

Cambodia – Internet Hotline Cambodia

Japan – Internet Hotline Center⁴

Philippines – eProtectKids

South Korea – KCSC

Taiwan – Web547

Thailand – ThaiHotline

Europe

Albania – iSIGURT.al

Austria – Stoplevel

Belgium – Child Focus

Bosnia and Herzegovina – SigurnoDijete

Bulgaria – SafenetBG

Croatia – Centar za Nestalu i Zlostavljanu Djecu

Cyprus – Cybersafety

Czech Republic – STOPonline.cz

Denmark – AnmeldDet

Estonia – Vihjeliin

Finland – Nettivihje

France – Point de Contact

Germany – eco, FSM, jugendschutz

Greece – SafeLine

Hungary – Biztonságosinternet, InternetHotline

Iceland – Barnaheill

Ireland – Hotline.ie

Italy – Save the Children, Clicca e segnala

Latvia – Drossinternets.lv

Lithuania – Svarus Internetas

Luxembourg – BEE SECURE Stoplevel

Malta – Childwebalert

Moldova – Sigur Online

Netherlands – Meldpunt Kinderporno

Poland – Dyzurnet.pl

Portugal – Linha Internet Segura

Romania – Ora de Net

Russia – Friendly Runet Foundation

Serbia – Net Patrola

Slovakia – OCHRÁŇ MA

Slovenia – Spletno oko

Spain – INCIBE

Sweden – ECPAT

Türkiye – IhbarWeb

Ukraine – StopCrime

United Kingdom – Internet Watch Foundation

The facts and figures presented throughout this overview are strictly based on the input provided by the hotlines. The information on Iceland and the United States is from 2020. The INHOPE hotlines not included in this document are Safernet Brasil and Netsafe New Zealand.

⁴ The information presented regarding Japan in this document is provided by SIEMPLE, Internet Hotline Center. However, please note that SIEMPLE is no longer a member of INHOPE from April 2024.

Legal Basis for Hotline Operation

INHOPE hotlines operate under a variety of legal basis, ranging from Acts of Parliament to Royal Decrees. The most common legal basis for their operations currently is a Memorandum of Understanding (MoU) with their national law enforcement agencies. Namely, 34 INHOPE hotlines have concluded an Memorandum of Understanding with the national Law Enforcement that is considered as the main or additional legal basis for the hotlines to operate (AR, BA, BE, CO, CY, CZ, DK, EE, FI, FR, DE, GR, HU, IS, IT, JP, KR, LT, LU, LV, MT, NI, NL, PH, PL, PT, RO, RS, RU, SK, TH, TR, TW, UA). These agreements vary considerably in their legal mandate and the rights that are given to hotlines.

In 10 INHOPE member countries (AU, BE, ES, KR, LT, PL, SE, TR, US, ZA), hotlines are recognised in their national legislation or legislative act. For instance, in Australia, the Online Safety Act 2021 gives the eSafety Commissioner mandate to help protect Australians from serious online harm, including the mandate to investigate and direct the removal of illegal online content such as child sexual abuse material. The Film and Publication Board is established by the legislation in South Africa to regulate the distribution of films, games, and certain publications with the aim of protecting children from exposure to illegal and inappropriate material. The legal basis for operation is founded on the constitutional right to freedom of expression. The Polish hotline, Dyżurnet.pl, is part of NASK-PIB, which has been recognised as one of the official Computer Security Incident Response Teams in the Parliament Act of the National Cyber Security System in Poland. In Belgium, organisations other than the police are entitled to receive reports on CSAM if they meet the conditions laid down in the Royal Decree of 18 September 2016. The Belgian hotline, Child Focus, is explicitly recognised as an organisation competent to receive and analyse online CSAM reports in the Royal Decree.

Numerous INHOPE hotlines have concluded MoU's or legal agreements with their national ministries (AL, BG, CO, IT, KH, FI), the national Prosecutors Office (BE, NL, ES), the national Attorney General (DK) or other national authorities (MX – the Federal Secretariat of Security and Citizen Protection, PH – Council for the Welfare of Children; RO – Authority for Child Rights Protection and Adoption).

There are 3 hotlines that do not have an official agreement with national law enforcement: Austria, Croatia and Slovenia. The Austrian hotline has a long-standing informal cooperation with their national LEAs and operates on the basis of its national Government support statement. The Slovenian hotline has an operational procedures manual that has been agreed upon between the hotline and the national LEA. The Croatian hotline has an informal cooperation with the national Law Enforcement.

Mandate of Hotlines

The majority of INHOPE hotlines share similar rights and responsibilities regarding the processing of online CSAM. Hotlines have confirmed their legal right to process CSAM in 41 out of 49 countries. This means that hotline analysts can analyse and process the material reported to the hotline by the public, and are able to assess its illegality in accordance with the national laws before notifying the national LEA. In 8 countries (AR, MX, KH, IS, HR, IT, SI, ES), hotline analysts must directly forward the public report of potential CSAM to the national LEA for assessment of the content. Differently from the right to process CSAM, there is a considerable divergence regarding the right to send Notice and Takedown (NTD) orders to service providers about the illegal material on their platforms. Hotlines have the legal right to send out NTD requests to the service providers in 27 countries. This means that hotlines can directly contact the national service providers once they have determined that the material is illegal or harmful and coordinated with the national LEA (depending on the national law).

Hotlines do not send NTDs to service providers in 22 countries. In these countries the national law enforcement is responsible for sending notice and takedown orders to service providers and ensuring the removal of illegal/harmful material. A number of INHOPE hotlines can also conduct proactive search of CSAM online (DE, TW, TH, CZ, FI, UK, LT, CO). In some countries the proactive search is limited to certain conditions. For instance, in Finland proactive work is only conducted by further-processing reports received from the public and the hotline does not do new searches.

Scope of Hotline Work

While all hotlines focus on removing CSAM online, they also address other types of content. Most hotlines operate within the broader scope of 'protecting children from sexual exploitation' and also handle cases of sexual harassment and sexual extortion (FR, GR, PT, SK, US, MX, KH, NG), solicitation and grooming (AR, BG, CZ, EE, FI, FR, DE, GR, IE, IT, MT, PT, RO, US, ZA, IS, TW, KH), intimate image abuse (IE, NG) and human trafficking of children (CO, US, EE, FI, SE, PH, TW, TH, IS, UA). Many hotlines cover an even broader scope of 'children's rights' and work with cases of cyberbullying (AL, BG, CO, HU, IT, IS, LV, LT, SK, TH); harmful content for children (e.g. incitement to suicide, incitement to drug use, violent content) (BG, CO, JP, FR, DE, GR, HU, IT, LT, IS, LV, PL, PT, SK, TR), missing children (BE, UA), child-marriage (SE) and war crimes against children (UA). In addition to protecting children, in 19 countries hotlines also process online reports of racism/hate speech/different ideologies (AL, AT, AU, HR, CY, FR, DE, GR, HU, IE, IS, LV, LT, MT, PL, PT, RO, SK, TR).

INHOPE



CSAM Legislation



Overview of National CSAM Legislations

The Global CSAM Legislation Overview compiles national legislative information on CSAM of 61 countries across 5 continents, including 49 INHOPE member countries and 12 Lanzarote Convention State Parties. The 61 countries are:

- Africa (3): Nigeria, South Africa, Tunisia
- Americas (4): Argentina, Colombia, Mexico, United States of America
- Asia and Oceania (7): Australia, Cambodia, Japan, Philippines, South Korea, Taiwan, Thailand
- Europe (47): Albania, Andorra, Armenia, Austria, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Monaco, Montenegro, Netherlands, North Macedonia, Norway, Poland, Portugal, Romania, Russia, San Marino, Serbia, Slovenia, Slovakia, Spain, Sweden, Switzerland, Türkiye, Ukraine, United Kingdom

Legal Terminology

Child Sexual Abuse Material vs. Child Pornography

It is vital to use the correct and more precise terminology when referring to material depicting children in a sexually explicit behaviour. It has been internationally recognised that the term 'child pornography' is outdated and fails to describe the nature of these material. The preferred terminology instead is (1) 'child sexual abuse material' and (2) 'child sexual exploitation material', as the two terms reflect accurately the true nature of the material and the abuse behind the creation of such material (i.e. children being groomed, coerced, and exploited by their abusers).⁵

Referring to child sexual abuse materials as 'pornography' puts the focus on how the materials are used, as opposed to the actual crime itself. It is crucial that the legislation makes a clear distinction between people making or watching pornography and perpetrators sexually abusing children, distributing and consuming the illegal material which leads to re-victimisation. It is wrong to categorise material depicting child sexual abuse under the umbrella term of 'pornography', which in its conventional and ordinary meaning involves a consensual sexual act between adults. This might lead to understanding such kind of material (depicting children in sexually explicit behaviour) as sub-category of pornography which in turn raises the risk of normalising, trivialising and even legitimising the sexual abuse and exploitation of children. Furthermore, using the term 'child pornography' raises the risk of conveying that producing material depicting sexual acts with children may in some circumstances be consensual and/or legal, further leading to placing blame on the child rather than on the perpetrator of the offense.

The Global Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse, also known as the Luxembourg Guidelines, offer guidance on the terms commonly used at global level when addressing the exploitation and sexual abuse of children. This was created in cooperation with 18 international key stakeholders in the field of child online safety and has been taken into use and promoted by numerous states,⁶ international and regional governmental organisations⁷ and international nongovernmental organisations.⁸ The Luxembourg Guidelines states that the term 'child pornography' should be avoided to the extent possible, in particular when referring to non-legal contexts. In such contexts, 'child sexual abuse material' or 'child sexual exploitation material' should be the terms of choice. The Lanzarote Committee has also recommended that Parties use the term 'child sexual abuse material' instead of 'child pornography'.⁹

Using the term 'child sexual abuse material' or 'child sexual exploitation material' underscores the need to protect children from exploitation and abuse. This terminology reinforces the severity of the crime and promotes a stronger legal response. It offers stronger protection of the dignity of the abused children and acknowledges that they are grossly exploited victims rather than voluntary participants in a legal industry. The use of 'child sexual abuse material' or 'child sexual exploitation material' further clarifies the legal status and implications of these materials, making it easier for law enforcement and legal professionals to identify, investigate, and prosecute cases involving child exploitation. By emphasising the abusive nature of these materials, the term discourages potential offenders by making it clear that their actions are criminal. In addition, using this correct terminology also reinforces the criminal liability of those who produce, distribute, or possess these materials, ensuring that offenders are held accountable for their actions. The global and harmonised use of these terms (1) supports international multi-sectoral cooperation in the fight against child sexual abuse online and (2) helps to educate the public about the seriousness of the issue and promote a better understanding of the harm inflicted on child victims.

INHOPE network uses 'child sexual abuse material (CSAM)' when referring to such material and strongly encourages its member countries to use this more precise terminology. The next section is an overview of the terminology used in national legislations across the 61 countries of the INHOPE network and the Lanzarote Convention State Parties.

5) The Global Terminology Guidelines for the Protection of Children from Sexual Exploitation and Sexual Abuse, also known as the Luxembourg Guidelines, offer guidance on the terms commonly used at global level when addressing the exploitation and sexual abuse of children. INHOPE network supports using the correct terminology when describing material depicting children in a sexually explicit behaviour.

6) Australia: Child Sexual Abuse (homeaffairs.gov.au); Norway: rapport-lanzarote-konvensjon-en.pdf (regjeringen.no), p.41

7) UN: Legislating for the digital age.pdf (unicef.org); Interpol: Appropriate terminology (interpol.int); Europol: Online Child Sexual Exploitation - IOCTA 2016 (europa.eu); ITU: Guidelines for policy-makers on Child Online Protection.

8) INHOPE: INHOPE | 'Luxembourg Guidelines' on terminology: A step forward in the fight against online and offline sexual exploitation of children; ECPAT: Luxembourg Guidelines - ECPAT; ICMEC: International Centre for Missing and Exploited Children.docx (live.com).

9) Lanzarote Committee Implementation Report on the protection of children against sexual exploitation and sexual abuse facilitated by information and communication technologies (ICTs), recommendation II-1.

Terminology used in national legislations

Among the 61 countries presented, only 9 (AU, AT, BE, DK, NO, PH, KR, TW and TR) use 'child sexual abuse material' or 'child sexual exploitation material' in their national legislation when referring to material depicting children in a sexually explicit behaviour. 6 countries (AR, AT, FI, MT, ES, CH, GB) use terminology that does not specifically refer to sexual abuse or pornography. For instance, the legislation in Finland uses a broader term 'an image depicting a child in a sexual manner', and in Malta, the terminology used is 'child indecent material'. In Spain, 'offences relating to prostitution and sexual exploitation and corruption of minors' is used to include such material. In the UK, terminology is specific to the type of imagery being referenced. Photographs and video are typically referred to as 'indecent photographs' or 'pseudo-photographs', while non-photographic images are referred to as 'prohibited images' of children. In Switzerland, child sexual abuse material is not defined in the national law, but the definition can be found in their jurisprudence.

The majority of the countries, 46 out of 61, still use the term 'child pornography' or similar terminology with a pornographic connotation. This highlights the widespread outdated nature of national legislation globally and the urgent need for legislative changes. However, some countries, such as Latvia, have reported that they are beginning the legislative process of replacing the term 'child pornography' with the more accurate 'child sexual abuse material'. It is important to keep advocating for this change.



Terminology used in national legislations

"Child sexual abuse material (CSAM) / Child sexual exploitation material"

Australia, Austria,¹⁰ Belgium, Denmark, Norway,¹¹ Philippines, South Korea,¹² Taiwan, Türkiye.

"Child Pornography"

Albania, Andorra, Armenia, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Cambodia, Colombia,¹³ Croatia, Cyprus, Czech Republic, Estonia, France,¹⁴ Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Japan, Latvia, Liechtenstein,¹⁵ Lithuania,¹⁶ Luxembourg,¹⁷ Mexico, Moldova, Monaco, Montenegro, Netherlands, Nigeria, North Macedonia, Poland,¹⁸ Portugal, Romania, Russia, San Marino, Serbia, Slovakia, Slovenia,¹⁹ South Africa, Sweden, Thailand, Tunisia, Ukraine, US.

Other terminology

Argentina: Representation of a minor under eighteen (18) years old engaged in explicit sexual activities or any representation of their genital parts for predominantly sexual purposes.

Finland: An image depicting a child in a sexual manner.

Malta: Child indecent material.

Spain: Offences relating to prostitution and sexual exploitation and corruption of minors.

Switzerland:²⁰ no definition codified in law.

UK: 'Indecent photographs' or 'pseudo-photographs' or 'prohibited images' of children.

10) Austria uses 'pictorial sexual child abuse material and pictorial sexual depictions of minors'.

11) Norway uses 'depiction of sexual abuse of children or depiction which sexualises children'.

12) South Korea uses 'Child or youth sexual exploitation material'.

13) Colombia uses 'pornography with persons under 18 years of age'.

14) France uses 'image or representation of a minor with a pornographic connotation'.

15) Liechtenstein uses 'pornographic depictions of minors'.

16) Lithuania uses 'pornography where child is depicted'.

17) Luxembourg uses 'written material, printed matter, images, photographs, films or other objects of a pornographic nature involving or depicting minors'.

18) Poland uses 'pornographic content involving a minor'.

19) Slovenia uses 'pornographic or other sexual material depicting minors or their realistic images'.

20) Switzerland does not have a legislative definition, prosecutorial practice or case law to rely upon to describe child sexual abuse material. In Article 197 of the Swiss Criminal Code, it is stated "...as described in paragraph 1 above that contain sexual acts involving animals or non-genuine sexual acts with minors..."

National Legislations on Types of CSAM Content

INHOPE hotlines receive reports on numerous different types of content related to illegal material. When assessing content, hotlines utilise both international and national criteria. The international criteria stem from INTERPOL, which maintains a 'Baseline' list of the digital signatures of some of the worst child abuse material. 'Baseline' is the international standard that aims to isolate the worst of child abuse materials that would be considered illegal in any country. To be considered as baseline, the material has to show:

- A real child (not an artificially created image);
- A prepubescent child (no sign or very first signs of puberty, appearing to be younger than 12 or 13 years old);
- The child involved in/witness to sexual activities; or
- The media has a clear focus on the child's sexual/anal area.

Material that does not meet baseline or internationally illegal standards may still be considered illegal at the national level, depending on the country's legislation. National laws governing these categories vary by jurisdiction, so the treatment of and actions taken on a single type of content may differ from one hotline to another.²¹

The national legislation and NTD procedures differ in all 61 countries.²² The illegality and hosting location of the material define the actions further taken by an INHOPE hotline operating in the country. If the reported CSAM is hosted within the reporting country, the hotline or national LEAs send NTD orders to the relevant Hosting Providers according to national procedures. If the reported CSAM is hosted in another country, the hotline transfers the report through ICCAM to the hotline in the hosting country. If no hotline exists in the hosting country, the reports are processed by other INHOPE member hotlines.

The following sections outline the national legality of 18 content types in the 61 countries. Based on the national legislation, one type of content can be classified as illegal, not illegal and/or dependent on the context. For a general overview of the information provided in this section, please refer to the table in [Annex I](#).

21) Article 20 of the Lanzarote Convention contains a wide definition of conduct that should be criminalised in this context.

22) NTD procedures presented in the document are only applicable where there is an operating INHOPE hotline.

Drawings/ manga/ artistic interpretations of CSAM



Drawings/ manga/ artistic interpretations of CSAM are illegal in 44 out of 61 countries. 9 of these countries (AT, KH, CZ, ME, NL, NG, PL, ES, SE) consider such material illegal but context dependent. On the other hand, in 6 countries (AL, AD, AM, CO, GA, MX), the legality of such material is strictly based on the context.

The realism of the content is a common determining factor for the legality of the material. For instance, in Austria, this content is not illegal as long as it is obvious that it is not real. In the Netherlands, it is only illegal if the drawing is a realistic representation of a child. Similarly, in Sweden, distributing or displaying highly realistic drawings is illegal; however, drawing and keeping such material for personal use is not. In Colombia and Romania, this content may not be illegal if it does not depict a real person or a minor. In Italy, while such material is generally not illegal, it can be deemed illegal if the drawing is based on a photograph of actual child abuse.

Drawings/ manga/ artistic interpretations of CSAM are not illegal in 6 countries (BH, DK, FI, HU, MD and SK). Notably these 6 countries are situated in Europe. In 4 countries (IT, JP, RO, US), such material is considered not illegal, but the legality ultimately depends on the context. In Japan, although such material is not illegal in law, it was ruled at a court case in 2020 that computer graphics depicting real-life naked children constitute 'child pornography'. No information about national legislations regulating Drawings/ manga/ artistic interpretations of CSAM is available for 1 country (RS).

Digitally generated CSAM



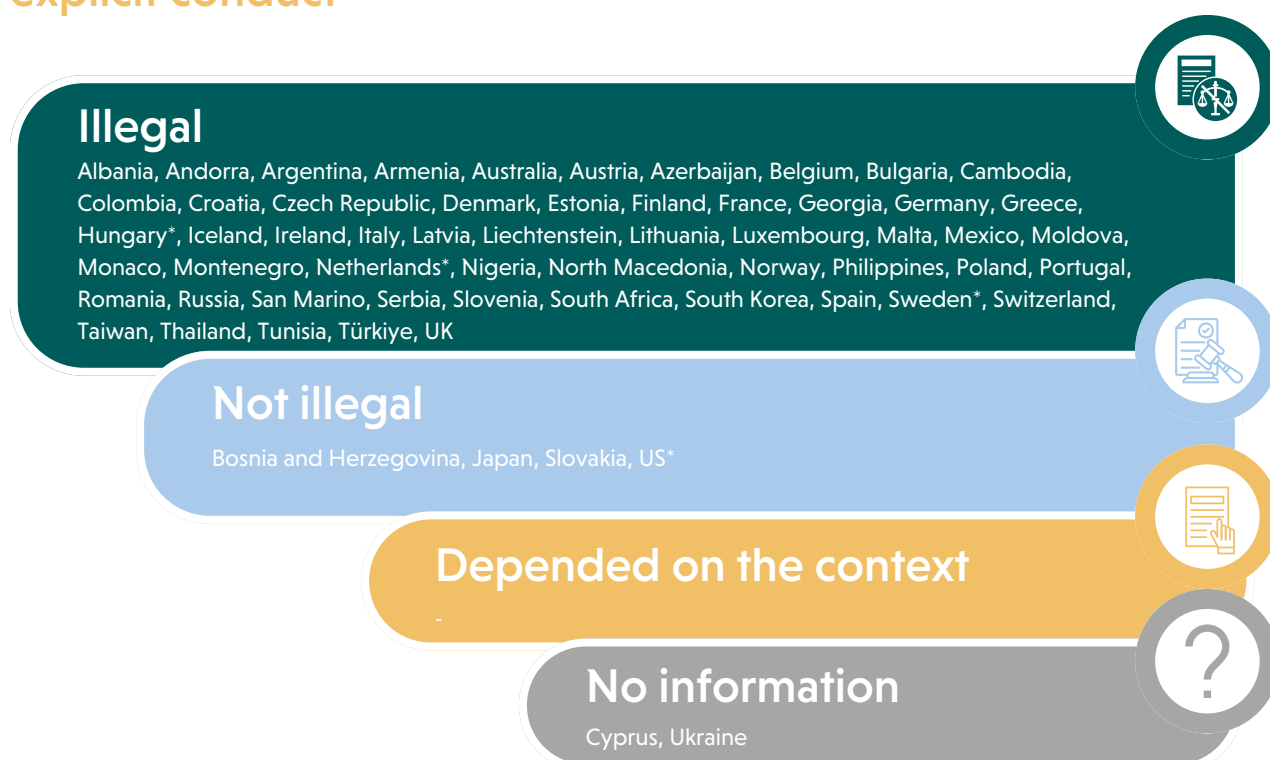
* indicates that it is context-dependent

Digitally generated CSAM is illegal in 40 out of 61 countries. In 5 of these countries (HU, RO, NL, ES, SE), it is considered illegal but context dependent. The legality of such material is determined strictly by context in 4 countries (AL, AT, CO, MX). In countries where context plays a role, national laws typically focus on whether a real child is depicted. For example, in Colombia and Mexico, the content itself does not constitute a crime because it does not depict real people. However, the legality will be further determined based on the judge's discretion, through supplementary interpretation or case law. Similarly, in Romania, the content will not be illegal if it does not credibly depict a minor.

Digitally generated CSAM is not illegal in 7 countries (BH, DK, FI, JP, MD, SK, UA). However, in Japan, while the content is legal if it doesn't depict a real child, it becomes illegal if genitals are explicitly shown, as it is then classified as an obscene image. In Finland, if the material is distinctly digitally generated, then the material is considered legal.

No information is available on the legality of digitally generated CSAM for 10 countries (AZ, BG, MC, MK, NO, SM, RS, CH, TN, US).

Realistic images representing a minor engaged in sexually explicit conduct



* indicates that it is context-dependent

Realistic images representing a minor engaged in sexually explicit conduct are illegal in the majority of countries, specifically 55 out of 61. Among these, 3 countries (HU, NL and SE) consider them illegal but context dependent, particularly if the images are very realistic representation of a child.

This type of content is not illegal in 4 countries (BH, JP, SK, US) with 1 (US) being context dependent. There is no relevant information available regarding the legality of this type of material for 2 countries (CY, UA).

A minor appearing to be an adult engaged in sexually explicit conduct



Content featuring a minor appearing to be an adult engaged in sexually explicit conduct is illegal in all 61 countries. Among these, 7 countries (AR, DK, FR, PL, SI, ES, SE) consider it illegal but context dependent. In Poland, if there is no reliable information confirming the person's age, no actions will be taken against this type of content. In Argentina, if the individual appears to be an adult, the image may not be considered as illegal. While in Denmark, such material is treated as CSAM if hotline staff find that it is very likely that the person is a minor. In France and Slovenia, such material is also handled as CSAM if there is evidence that the depicted person is a minor.

In Sweden, the legality depends on the specific criminal acts involved. When it comes to producing this content, the sexual maturation of the person is irrelevant as long as they are under 18. For acts such as disseminating, selling, or possessing, criminal responsibility is assigned only if it is evident from the image and its context that the person depicted is under 18.

An adult person appearing to be a minor engaged in sexually explicit conduct



Content featuring an adult appearing to be a minor engaged in sexually explicit conduct is illegal in 27 countries, with 9 of these countries (AR, AT, CO, FR, DE, MX, NL, SI, ES) considering it illegal but context dependent. In Austria, Colombia and Mexico, if the person's legal age is not recognizable in the content but there are indications that the person could be under 18, such material will be considered illegal. Specifically in Colombia and Mexico, treating such material as CSAM aligns with the law's intent to protect minors. Similarly, in France, this type of content is treated as CSAM if there is no evidence that the person is over 18 years old or if they can easily be perceived as a minor.

The legality of this type of content depends strictly on the context in 2 countries (AM and GA). Such content is not illegal in 23 countries, with 3 of these countries (IT, JP, LV) considering it not illegal but context dependent.

No information is available regarding the legality of this type of content for 9 countries (AZ, CY, LI, MC, MK, NO, SM, RS, CH).

Child grooming: solicitation of the child to meet offline (for contact offences)

Illegal

Andorra, Argentina, Armenia, Australia, Austria*, Azerbaijan, Belgium, Bulgaria, Colombia*, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary*, Iceland, Ireland, Italy, Japan, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Mexico*, Moldova, Monaco, Montenegro, Netherlands, Nigeria, North Macedonia, Norway, Philippines, Poland, Portugal, Romania, Russia, San Marino, Serbia, Slovakia, Slovenia, South Africa, South Korea Spain*, Sweden, Switzerland, Taiwan, Tunisia, Türkiye, UK, Ukraine

Not illegal

Albania*, Bosnia and Herzegovina, Cambodia, Thailand, US*

Depended on the context

No information

Cyprus

* indicates that it is context-dependent

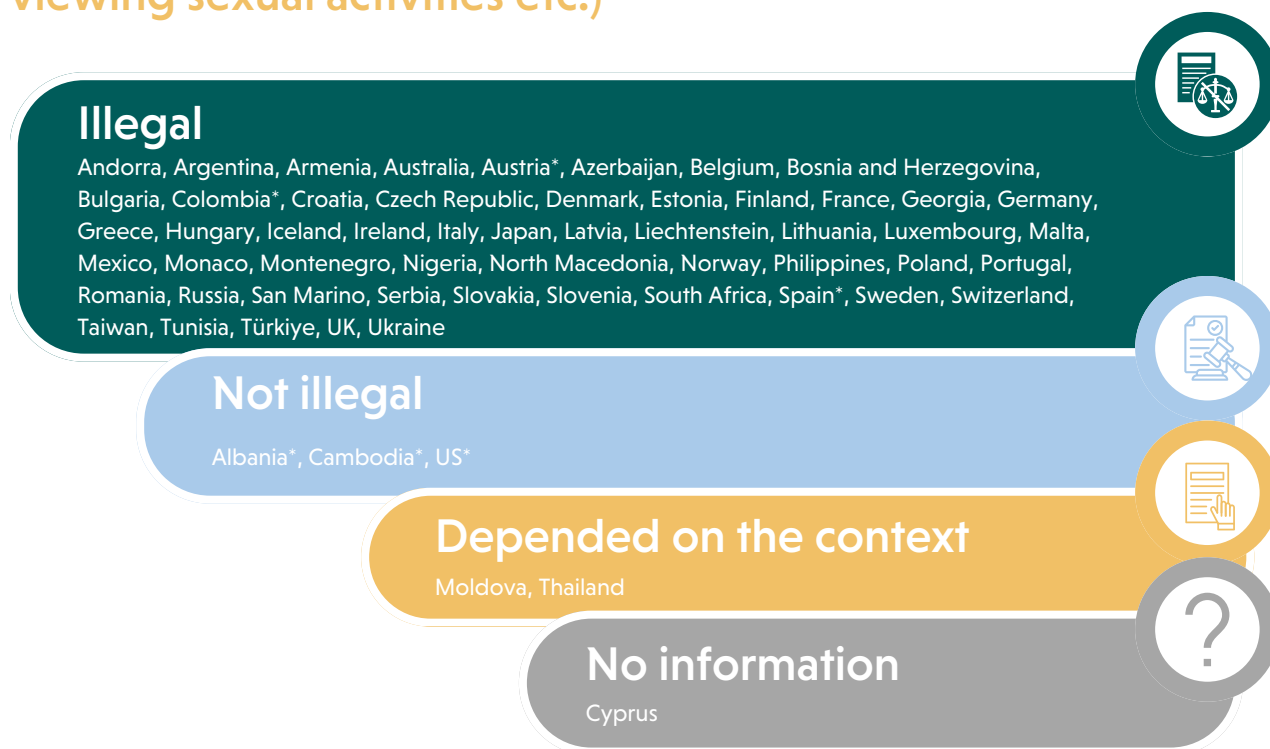
Child grooming with the intent to solicit a child to meet offline for contact offenses is illegal²³ in the majority of countries, specifically 55 out of 61. Among these, 5 countries (AT, CO, HU, MX, ES) consider it illegal but context dependent. In Austria, child grooming is illegal if the child is under 14, which is the age of consent for sexual activities. In Hungary, although the Criminal Code does not specifically include grooming as a criminal offense, the behaviour may still fulfil various statutory elements of other crimes. In Colombia, grooming is not explicitly classified as a crime. However, the legal framework addresses such behaviour through other criminal offenses, including illegal restraint, abusive sexual acts, and de facto injury. If grooming results in offline meetings related to travel and tourism, these actions are deemed illegal and subject to applicable legal penalties.

Child grooming with the intent to meet offline is not illegal in 5 countries, with 2 of these (AL, US) considering it not illegal but context dependent. In Albania, child grooming is not explicitly regulated as illegal, and there have been cases for prosecuting such act as a criminal act based on the context.

No information regarding the legality of child grooming with the intent to solicit a child to meet offline for contact offenses is available for 1 country (CY).

²³) Article 23 of the Lanzarote Convention requires State Parties to criminalise the solicitation of children for sexual purposes. The Lanzarote Committee adopted an opinion on 17 June 2015 to clarify that this should also cover sexual offences committed online. For more information, please see Lanzarote Committee Opinion on the solicitation of children for sexual purposes through information and communication technologies (grooming) adopted on 17 June 2015 available at: <https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168064de98>

Child grooming: Solicitation of the child for online sexual activities (including sexual conversation, production of CSAM, viewing sexual activities etc.)



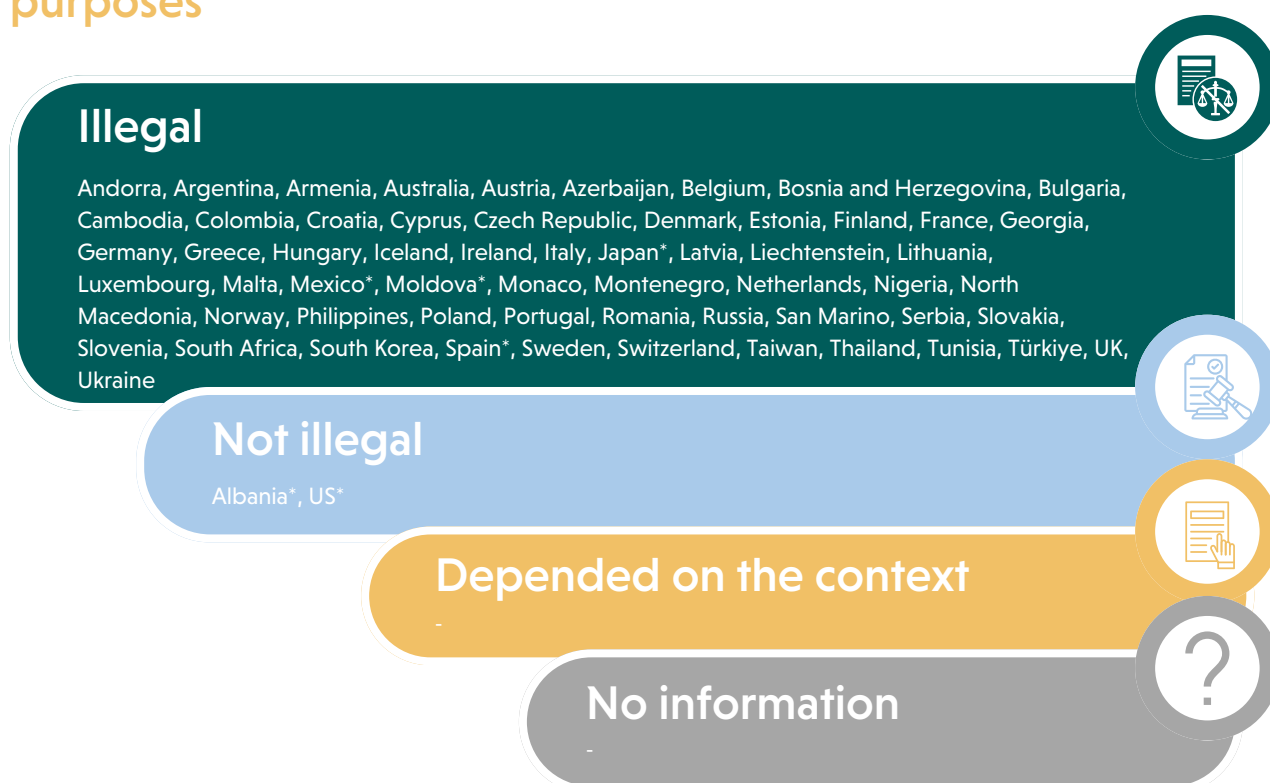
* indicates that it is context-dependent

Child grooming with the intent to solicit a child for online sexual activities such as sexual conversation, production of CSAM or viewing sexual activities is illegal in the majority of countries, specifically 55 out of 61, with 3 of these countries considering it illegal but context dependent (AT, CO, ES). In Austria, child grooming is illegal if the child is under 14, which is the age of consent for sexual activities. In Colombia, grooming is not explicitly classified as a crime. However, the legal framework addresses such behaviour through other criminal offenses, including illegal restraint, abusive sexual acts, and de facto injury. If grooming includes conducts that lead to the creation of CSAM, these actions are considered illegal.

The legality of such act strictly depends on the context in 2 countries (MD, TH). In Moldova, sexual conversation with a child and viewing sexual activities are not clearly defined as illegal, but if the production of CSAM is involved, the action is illegal. Similarly, in Thailand, it is illegal when the production of CSAM is involved, but sexual conversation and viewing sexual activity are not illegal. Notably, child grooming with the intent to meet offline is not illegal in Thailand.

Child grooming with the intent for online sexual activities is not illegal in 3 countries (AL, KH, US) but still depends on the context. In Cambodia, this action is only illegal if it involves the distribution of CSAM or adult pornography. No information on the legality of such act is available for 1 country (CY).

Sexual extortion of children or soliciting children for sexual purposes

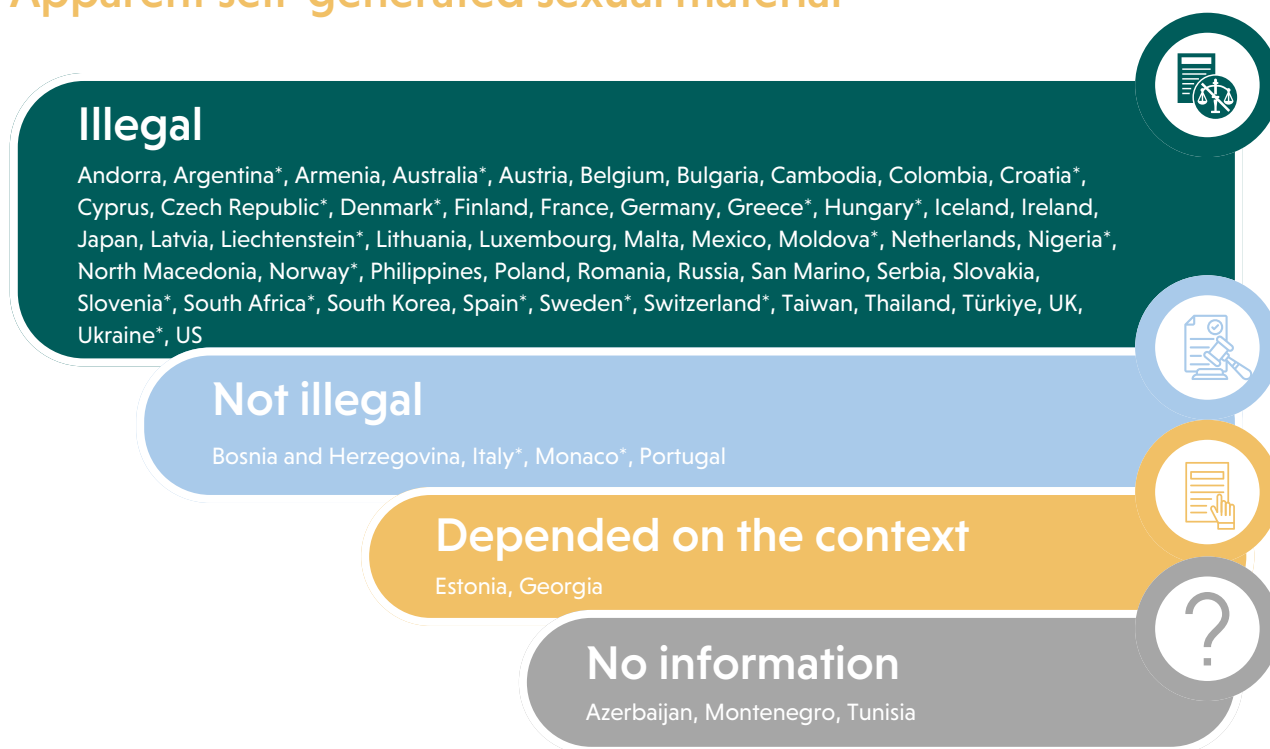


* indicates that it is context-dependent

Sexual extortion of children or soliciting children for sexual purposes is illegal in 59 countries, with 4 countries (JP, MX, MD, ES) considering it illegal but content dependent. Notably in Japan, it is illegal to request a child under the age of 16 to meet for obscene purposes or to send self-generated images or videos performing sexual acts or exposing sexual parts. However, if a child is between the ages of 13 and 15, it is only illegal if the person requesting is at least 5 years older. In Moldova and Mexico, sexual extortion by itself is not specifically criminalised in the national legislation. However, if certain elements of any other crime, such as sexual harassment, grooming or blackmail, are met, it can be deemed illegal in Moldova.

Sexual extortion of children or soliciting children for sexual purposes is not illegal but context dependent in 2 countries (AL, US). In Albania, such act is not specifically regulated. It depends on the prosecutor, who could classify the case under different articles of the Criminal Code.

Apparent self-generated sexual material



Apparent self-generated sexual material is illegal in 51 countries.²⁴ Among these countries, 17 countries consider this type of content illegal but context dependent. In 2 countries (EE, GE), the legality depends strictly on the context. The legality of such material often hinges on the associated act. For example, in Hungary and Ukraine, it is not illegal for minors to generate such material, but it is illegal to share or distribute such material. In Denmark, it is not illegal for a child to produce or distribute self-generated material, or for those above the age of 15 to share their own pornographic material with a boy- or girlfriend. However, it is illegal for others to obtain, possess and distribute such material as it is then considered as CSAM.

In Estonia, it is not illegal for children to produce self-generated material either. However, sharing or distributing such material is illegal except if it is done voluntarily with mutual consent between individuals under 18, solely for personal use, without any payment or consideration, and if their involvement in sexual activities is not a criminal offense. Similarly in Croatia, a child will not be punished for the production and possession of self-generated material depicting himself or herself or them, and another child if they themselves produced and possessed this material with the consent of each of them and solely for their personal use. While in Slovenia, children producing self-generated material will not be punished, not even if he/ she distributes the material.

Apparent self-generated sexual material is not illegal in 4 countries (BA, IT, MC, PT), with 2 of these considering it not illegal but context dependent. No information is available regarding the legality of this type of content for 3 countries (AZ, ME, TN).

24) The Lanzarote Convention is clear that sexual offences are not intended to govern consensual sexual activities between minors. The Lanzarote Committee adopted an opinion on child sexually suggestive or explicit images and/or videos generated, shared and received by children to provide guidance to States in this context. For more information, please see Lanzarote Committee opinion on child sexually suggestive or explicit images and/or videos generated, shared and received by children, adopted on 6 June 2019, available at: <https://rm.coe.int/opinion-of-the-lanzarote-committee-on-child-sexually-suggestive-or-exp/168094e72c>

Sexualised modelling or posing



Content featuring sexualised modelling or posing of minors is illegal in 29 countries. Of these, 9 countries (AU, BE, KH, HR, FR, NG, PT, ZA, ES) consider it illegal but context dependent. In Cambodia, though there is no specific law regulating this, any content depicting naked private parts will be considered CSAM. In Portugal, such content is illegal if it has a pornographic nature. In South Africa, modelling and posing can be illegal if it meets the definition of CSAM. In the Czech Republic and Italy, the legality depends on the intent behind the production. In Italy in particular, this type of content is not considered a felony if the images are produced and used solely for commercial or promotional purposes.

The legality of this type of content strictly depends on the context in 6 countries (AD, AR, AM, EE, FI, MX).

Such content is not illegal in 12 countries (AL, BA, BG, CY, CZ, HU, MD, PL, RO, TW, UA, US). In 4 countries (AT, DK, IT, JP), it is considered not illegal, but the legality ultimately depends on the context. In Japan, for such material to be illegal, it must fulfil the criterium that "the sexual body parts of the child (genital organs, the parts around them, buttocks or breasts) are exhibited or emphasised, which arouses or stimulates the viewer's sexual desire."

No information on the legality of this type of content is available for 10 countries (AZ, LI, MC, ME, MK, NO, SM, RS, CH, TN).

Sexualised images of children



Sexualised images of children are illegal in 40 countries. Among these, 11 countries (AU, BE, KH, HR, CZ, FR, DE, IT, NG, ZA, ES) consider such image illegal in general but still context dependent. For example, In Czech Republic, the legality of such image depends on the intention of the person and is assessed on a case-by-case basis. In Germany, if the sexualisation is 'outside' the image, for example sexual comments on a legal image, the comments may be considered illegal or harmful to children, and thus require removal.

The legality of this type of image depends strictly on the context in 5 countries (AD, AR, AM, EE, FI). In Estonia, sexualised images are prohibited if the person presented in the image is under 14 years old.

Such image is not illegal in 12 countries (AT, BA, BG, DK, HU, JP, MD, PO, RO, TW, GB, US), with 5 of them considering it not illegal but context depend (AT, DK, JP, TW, US).

No information is available regarding the legality of this type of image for 4 countries (MK, NO, RS, UA).

Definitions of 'sexualised'

A few national legislations specifically define "sexualised". In France, the terms "sexualised" or "sexual" are not found in Article 227-23 of the French Criminal Code related to CSAM. However, such terms can be found in the jurisprudence and used by the LEA. Content of a sexual nature includes images of children, naked, semi-naked or clothed, with focus on genitalia or the nudity or in sexually explicit positions, wearing age-inappropriate clothing or with age-inappropriate objects suggesting a sexually explicit setting. This excludes a priori images of nudism or naturism without a focus on the body of the child, as well as other images of naked and semi-naked children in a non-sexualised context.

In the Portuguese legal system, sexual crimes protect, on one hand, the sexual freedom of adults; and, on the other hand, the free development of minors in the field of sexuality, considering that certain acts or behaviours of a sexual nature can (even without violence), due to the young age of the victim, seriously harm their harmonious growth and, consequently, the free development of their personality. The legislator considered that a significant sexual act is an active behaviour, which objectively assumes a nature, a content, and a meaning directly related to the sphere of sexuality and, thus, with the freedom of sexual self-determination of the person who suffers or practices it. Therefore, a significant sexual act will be any behaviour that, from an objective point of view, can be recognised by a common observer as possessing a sexual character and that, given the species, intensity, or duration, offends the victim's freedom of sexual determination.

In Spain, the definition of 'sexualised' by the Spanish law comprises the following situations: a) Any material that visually depicts a minor or a person with a disability in need of special protection participating in sexually explicit conduct, whether real or simulated. b) Any representation of the sexual organs of a minor or person with a disability in need of special protection for primarily sexual purposes. c) Any material that visually depicts a person who appears to be a minor engaging in sexually explicit conduct, real or simulated, or any representation of the sexual organs of a person who appears to be a minor, for primarily sexual purposes, except that the person who appears to be a minor turns out to be eighteen years old or older at the time the images were obtained. d) Realistic images of a minor engaging in sexually explicit conduct or realistic images of a minor's sexual organs, for primarily sexual purposes.

In Philippines, Section 4 (n) of RA 11930 includes in the list of unlawful and prohibited acts "to sexualize children by presenting them as objects of sexual fantasy, or making them conversational subjects of sexual fantasies, in any online or digital platform".

Text depictions of CSAM



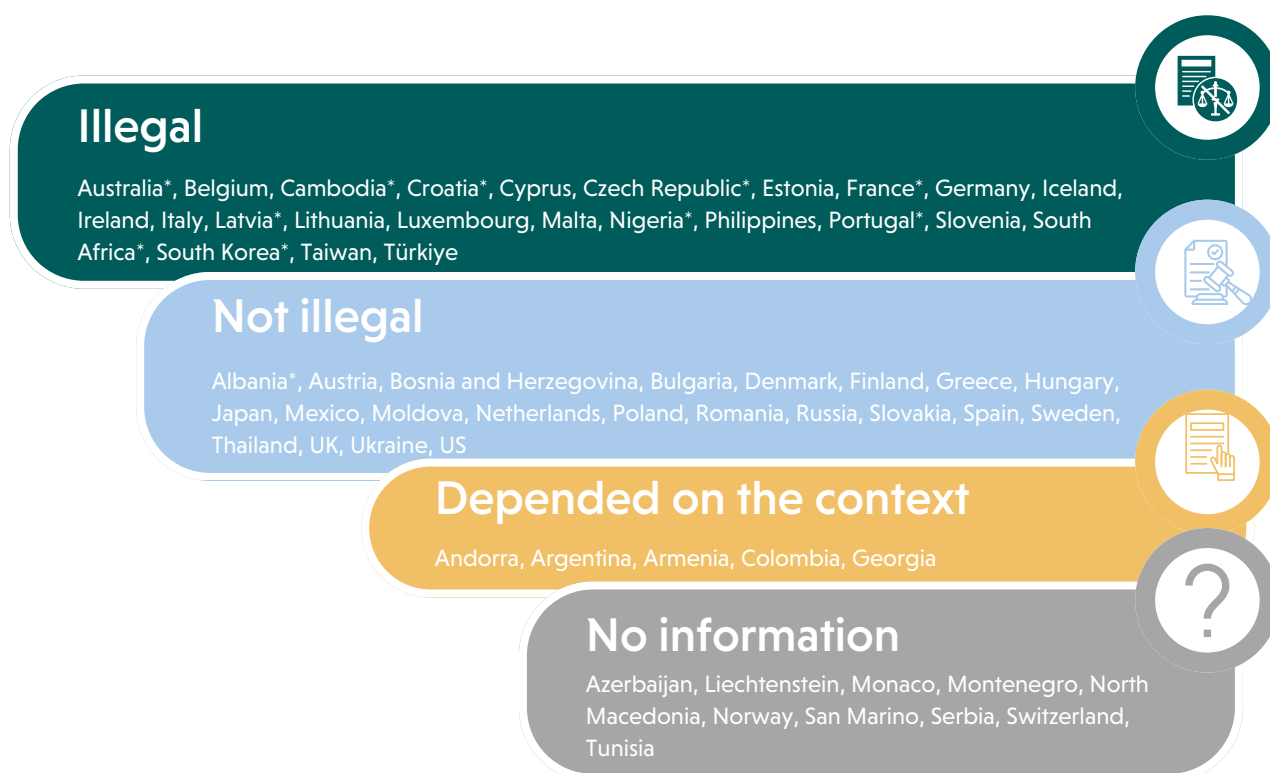
Text depictions of CSAM are illegal in 27 countries, with 9 of them consider such content illegal but content dependent (AU, KH, CZ, FR, NG, PT, ZA, KR). In Portugal, such material it is considered a crime only if the text depictions of CSAM are in the context of a conversation with a minor. In Cambodia, text depictions of CSAM is exempt from being classified as illegal if it is for medical reasons. In Czech Republic, the legality of such material depends on the intention of the person and is assessed on a case-by-case basis. In France, though textual content depicting CSAM can be seen as pornographic or violent texts available to minors, which are illegal under the French Criminal Code, no actions can be taken against websites hosting this type of content due to the current legal context.

The legality of text depictions of CSAM depends strictly on the context in 4 countries (AD, AM, GE, UA).

Such content is not illegal in 19 countries (AT, BA, BG, CO, FI, GR, HU, JP, MX, MD, NL, PO, RU, RO, SK, ES, SE, GB, US) and 2 considers them not illegal but content dependent (AL, DK).

No information is available for 9 countries (AZ, LI, MC, MK, NO, SM, RS, CH, TN) regarding the legality of text depictions of CSAM.

Fictional text depictions of CSAM



* indicates that it is context-dependent

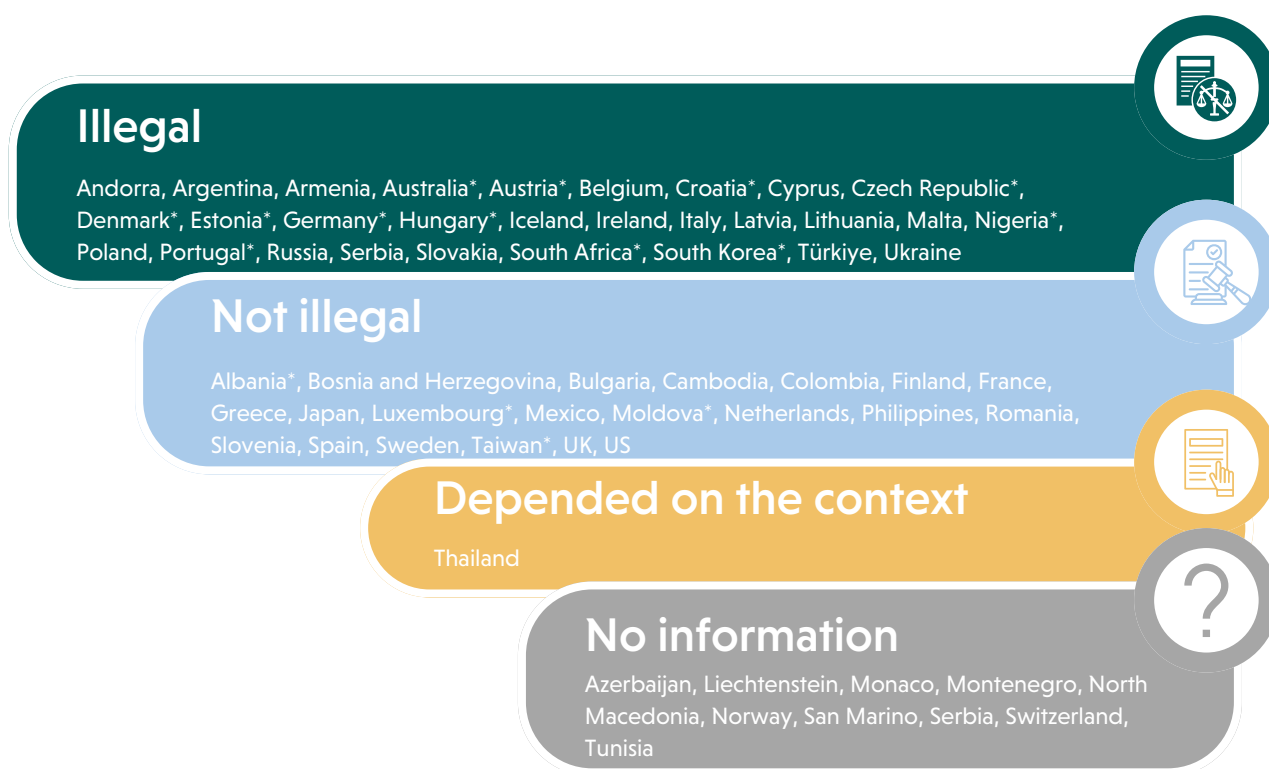
Fictional text depictions of CSAM are illegal in 24 countries, and 10 of them consider such content illegal but content dependent (AU, KH, HR, CZ, FR, LV, PT, ZA, KR). In Portugal, such material it is considered a crime only if the text depictions of CSAM are in the context of a conversation with a minor. In Cambodia, text depictions of CSAM is exempt from being classified as illegal if it is for medical reasons. In Czech Republic, the legality of such content depends on the intention of the person.

In 5 countries (AD, AR, AM, CO, GE), the legality of such material strictly depends on the context. For example, in Georgia, it does not matter if the text is real or fictional, if the text is intended for a child with sexual content, this act will be considered a lewd act.

Such content is not illegal in 22 countries. In Colombia, this type of content is illegal due to its inappropriateness, but it does not constitute a crime because it does not depict real people. Similarly, in Thailand, such content is not illegal by law but may be considered as harmful content.

No information is available for 10 countries (AZ, LI, MC, ME, MK, NO, SM, RS, CH, TN) regarding the legality of fictional text depictions of CSAM.

Praise of paedophilia or CSA



* indicates that it is context-dependent

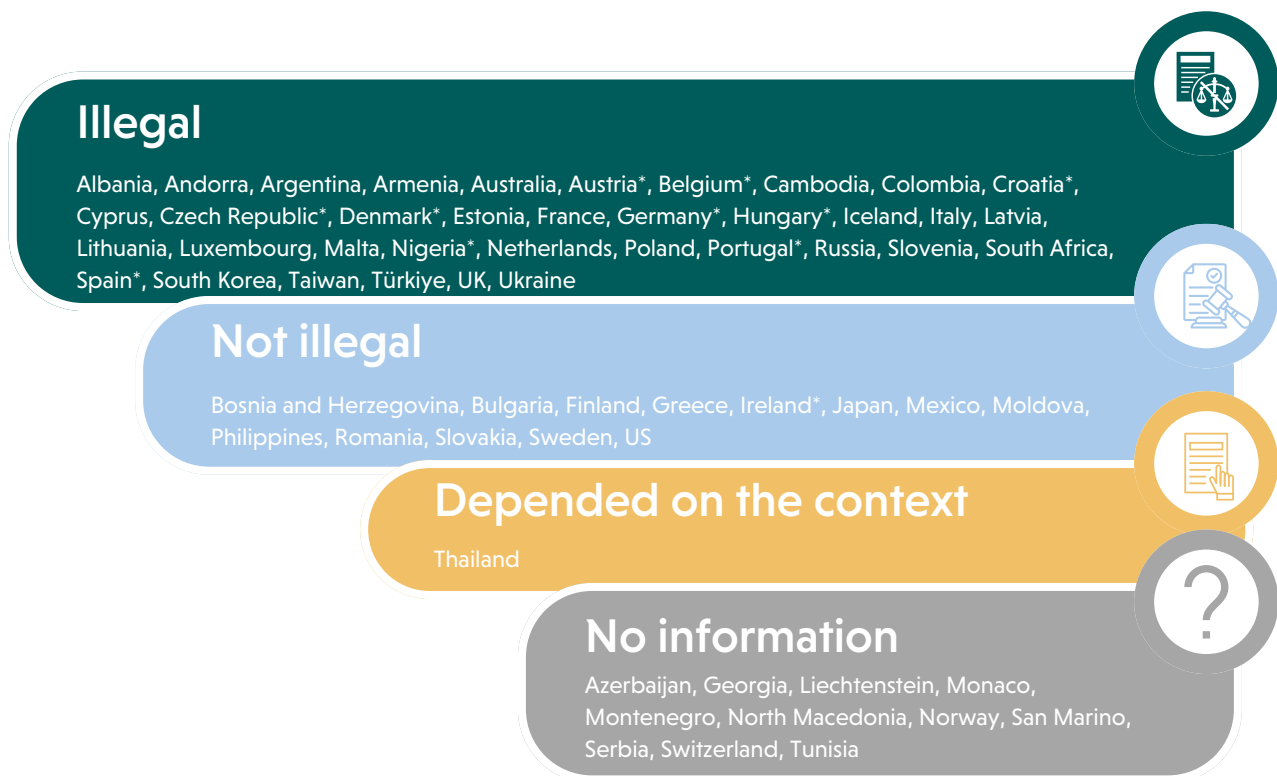
Content containing praise of paedophilia or child sexual abuse (CSA) is illegal in 29 countries. Among these, 12 countries considering it illegal but context dependent. In Denmark and Estonia, if illegal sexual contact between the adult and the child is mentioned positively, it can be perceived as an invitation to perform it in reality, thus such content may be assessed illegal. In Germany, if “praise” relates to advertising the content, such content is illegal. If it is just an unspecific endorsement, it is not necessarily illegal, but if it is a specific endorsement, it can be deemed illegal.

In 1 country (TH), the legality depends on the context. More specifically, praise of paedophilia or CSA is not explicitly illegal by law in Thailand, but requires an analysis of the severity of the content to further determine whether such act violates the law or is harmful to the society.

Such content is not illegal in 21 countries, with 4 of these countries considering it not illegal in general but still context dependent (AI, LU, MD, TW).

No information is available for 10 countries (AZ, LI, MC, ME, MK, NO, SM, RS, CH, TN) regarding the legality of praise of paedophilia or CSA.

Manual on CSA



* indicates that it is context-dependent

Manual on CSA is illegal in 36 countries, with 10 of these countries considering it illegal in general but still context dependent (AT, BE, HR, CZ, DK, DE, HU, NG, PL, ES). In Austria, it is illegal for a manual to be written to convince others to commit such a crime, but only if it is made publicly available. The legality of such material depends strictly on the context in 1 country (TH). In this country, Thailand, manual on CSA is not explicitly illegal by law, and may require further analysis of the severity of the content to determine the legality.

Such content is not illegal in 13 countries, with 1 of these countries considering it not illegal in general but still context dependent (IE).

No information is available for 11 countries (AZ, GE, LI, MC, ME, MK, NO, SM, RS, CH, TN) regarding the legality of manual on CSA.

Declaration of committing CSA



* indicates that it is context-dependent

Declaration of committing CSA is illegal in 34 countries. Among these, 12 countries consider it illegal but context dependent (BE, BG, HR, DK, DE, HU, IT, NG, PT, SI, ES, SE). In Denmark, the declaration of committing CSA on a specific child is illegal under Danish law, while a general declaration of wishing to commit CSA is not illegal. In Sweden, there is no general prohibition from talking about committing child sexual abuse. However, a person with the aim of committing a sexual act against a child under 15, proposing or agreeing to a meeting with the child, can be accused of the crime: contact with a child for sexual purposes.

The legality of declaration of committing CSA depends on the context in 2 countries (EE, PH). In Philippines, the legality of such content is not explicitly regulated in the law. However, the law does prohibit "conspiring to commit any of the prohibited acts related to CSAM and online sexual exploitation of children", which can be used to assess the legality of such content.

This type of content is not illegal in 13 countries, with 4 of them considering it not illegal but context depend (AU, FI, IE, UK). In Ireland, the declaration alone is not illegal, but if it includes text that describes explicit sexual activity involving a child, such content will then deem illegal under the Child Trafficking and Pornography Act 1998 in Ireland.

No information is available regarding the legality of declaration of committing CSA for 12 countries (AZ, BA, GE, LI, MC, ME, MK, NO, SM, RS, CH, TN).

Audio CSAM: recordings of CSA



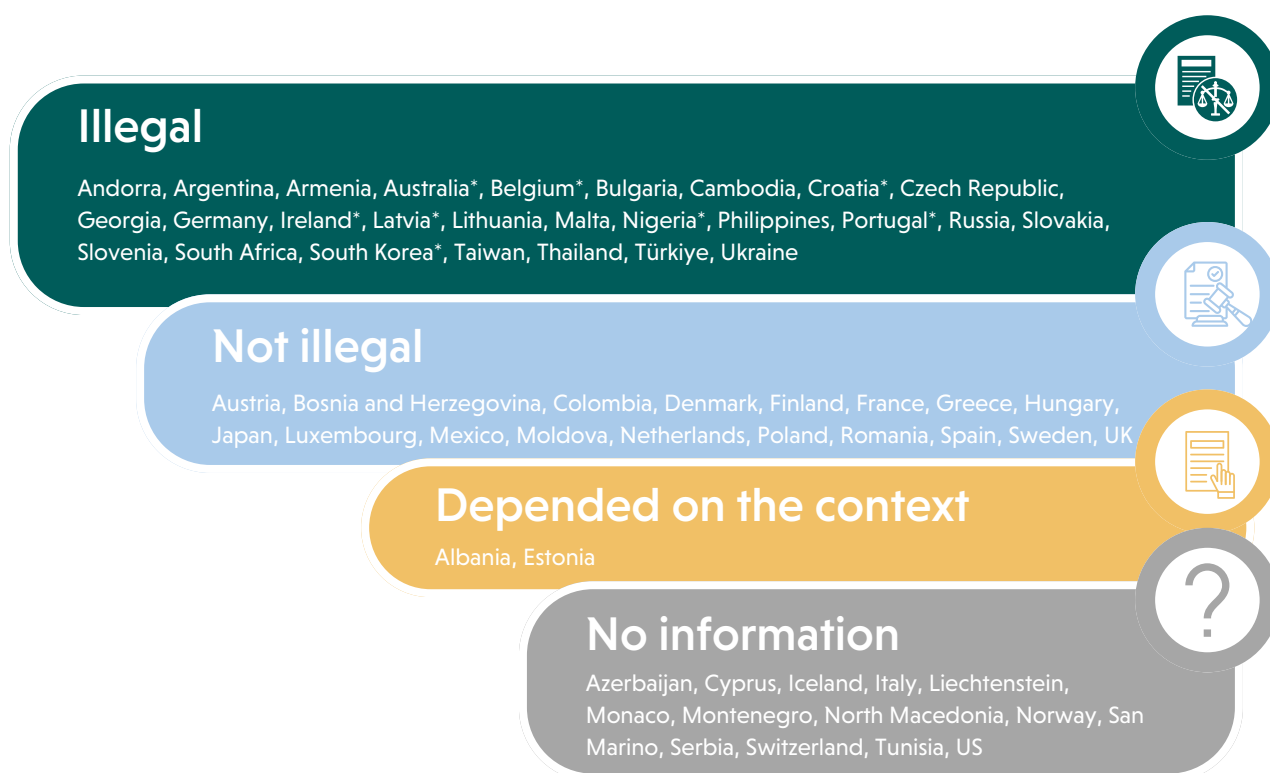
* indicates that it is context-dependent

Audio CSAM that contains recordings of CSA is illegal in 30 countries, with 5 of these countries considering it illegal but context dependent (BE, HR, NG, KR, UA). The legality of such material depends strictly on the context in 2 countries (AL, EE).

Such content is not illegal in 15 countries (AT, CO, DK, FI, FR, GR, HU, JP, MD, NL, PL, RO, ES, SE, GB), with 2 of these countries considering it not illegal in general but still context dependent. In Spain, child pornography, as defined by law, does not include audio material; it must consist of some form of visual representation. However, audio tracks can be of investigative interest when determining the pornographic nature of the video material. In the UK, if such recordings are instructional, then they will be treated as paedophile handbooks, which are illegal.

No information is available for 14 countries (AZ, CY, IS, IT, LI, MC, ME, MK, NO, SM, RS, CH, TN, US) regarding this type of content.

Audio CSAM: story telling/retelling scenes of CSAM



* indicates that it is context-dependent

Audio CSAM that contains story telling or retelling of scenes of CSA is illegal in 27 countries. Of these, 8 countries consider it illegal but context dependent (AU, BE, HR, IE, LV, NG, PT, KR). In Australia, storylines that involve abuse or exploitation as part of a justified narrative may not be considered CSAM. In Portugal, it is only considered a crime if the audio depictions of CSAM are in the context of a conversation with a minor.

The legality of such content strictly depends on the context in 2 countries (AL, EE).

This type of content is only not illegal in 18 countries (AT, BA, CO, DK, FI, FR, GR, HU, JP, LU, MX, MD, NL, PL, RO, ES, SE, GB), and no information regarding the legality of this type of content is available for 14 countries (AZ, CY, IS, IT, LI, MC, ME, MK, NO, SM, RS, CH, TN, US).

National Legislations on Types of CSAM Context

As indicated throughout this report, the context of the material is often a crucial factor when determining the legality of the content or the material. This report looks more in depth into three categories of context, which are images in a medical context, non-explicit images in a series of images that contain CSAM and non-explicit images that have comments or captions of a sexual nature attached to them. For a general overview of the information provided in this section, please refer to the table in Annex II.



Images in a medical context

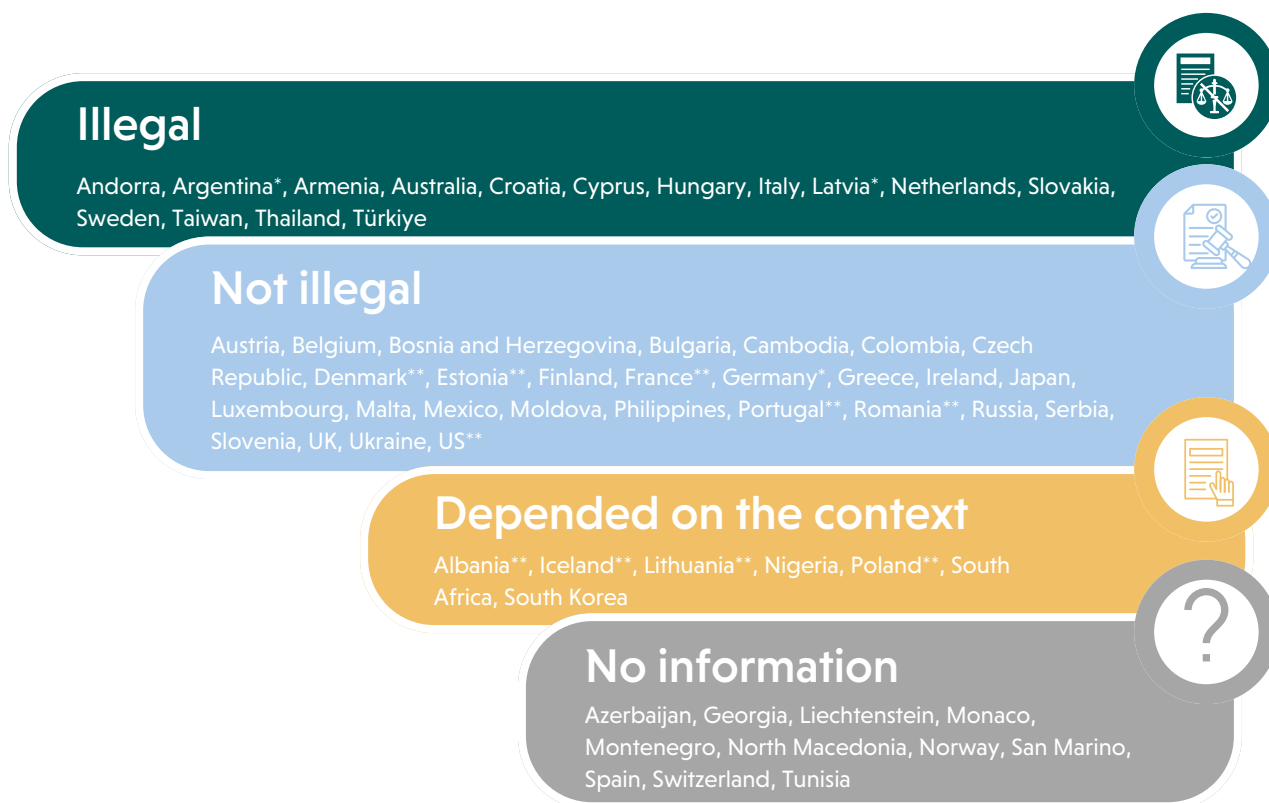


Regarding images in a medical context, only 3 countries view such material as illegal (AM, PH, PT). In Portugal, while such images are generally considered illegal, their legality can still depend on further contexts. For example, if the images are not taken with consent or for academic purposes, they would be classified under the Baseline category of focusing on a child's sexual organs and considered illegal.

Such material is not illegal in 42 countries. In 2 of these countries (CO, DK), the hotlines still treat such images as CSAM. The legality of such material is strictly dependent on further context in 8 countries. In 4 of these countries (AL, LU, ES, SE), the hotlines treat such images as CSAM. In Colombia, Denmark, Estonia and Türkiye, these images are not illegal if provided in a medical context; however, if such images are taken out of the medical context and placed online, they will be considered as illegal.

No information is available for 8 countries (AZ, BG, CY, LI, MC, MK, SM, TN) regarding the legality images in a medical context.

Non-explicit images in a series of images that contain CSAM



* indicates that it is context-dependent

** indicates that the hotline in the country treats such images as illegal

Non-explicit images in a series of images that contain CSAM are illegal in 15 countries, with 2 of these countries (AR, LV) considering it illegal in general but context dependent. In Latvia, if the content sexualises a child, it is considered illegal. However, if one image in the series shows a child in a context that cannot be interpreted as sexual, that specific image may not be illegal, but the hotline still reports it to LEA.

The legality of such material strictly depends on additional context in 7 countries, while in 4 of these countries (AL, IS, LT, PL), the hotline in the country treats such material as illegal.

Such images are not illegal in 28 countries, but in 6 of these (DK, EE, FR, PT, RO, US), the hotline still treats them as illegal. In Germany, if such images include children posing fully or partly clothed in a sexualised manner, it will be considered as CSAM. If not, such images are not illegal. In France, if the hotline has access to or is informed that an image is part of a series, the image is treated as illegal. A series refers to multiple pictures depicting illegal activity, where some images, when assessed individually, might not be illegal but become so due to the context provided by other illegal images in the series.

No information is available for 11 countries (AZ, GE, LI, MC, ME, MK, NO, SM, ES, CH, TN) regarding the legality of non-explicit images in a series of images that contain CSAM.

Non-explicit images that have comments or captions of a sexual nature attached to them



* indicates that it is context-dependent

** indicates that the hotline in the country treats such images as illegal

Non-explicit images with comments or captions of a sexual nature attached to them are illegal in 21 countries, with 3 of these countries (AR, HU, LV) considering it illegal but context dependent. In Latvia, if comments sexualise a child, that content is considered illegal. In Philippines, the image itself is not considered CSAM but the content including comments and captions is illegal.

The legality of non-explicit images with comments or captions of a sexual nature attached to them depend on additional context in 9 countries, while in 2 of these countries (LT, PL), the hotline in the country treats such material as illegal anyway. In the Netherlands, additional context includes whether the text is added to the image itself or if they are comments detached from the image.

Such material is not illegal in 22 countries, but the hotline in 1 of these countries (RO) still treat it as illegal. However, in Cambodia, though this content is not illegal, it is still considered as harmful content, and a removal request will still be sent to the hosting provider.

No information is available for 9 countries (AZ, LI, MC, MK, NO, SM, ES, CH, TN) regarding the legality of such material.

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Conclusion



Conclusion

This Executive Summary presents an overview and comparative analysis of national CSAM legislations in 61 countries. One important thing to note is that the majority of the countries presented, 46 out of 61 (36 in Europe, 4 in Asia and Oceania, 3 in Americas and 3 in Africa), still use the term 'child pornography' or similar terminology with a pornographic connotation to material depicting children in a sexually explicit behaviour. This underscores the widespread need for legislative changes across the globe, and the necessity for stronger national efforts to ensure the adoption of the accurate terminology 'child sexual abuse material', not only within society but also formally within legislation.

In addition, of the content types presented in the document - 'An adult person appearing to be a minor engaged in sexually explicit conduct', 'Sexualised modelling or posing', 'Praise of paedophilia or CSA', 'Text depictions of CSAM', 'Fictional text depictions of CSAM' and 'Audio CSAM: story telling/retelling scenes of ' - are among those with the fewest countries considering them illegal. The varied legality of these content types across different national legislations presents the complex and challenging work of hotlines in handling and classifying potentially illegal material either hosted in or received from other jurisdictions, as well as sharing critical information across jurisdictions. This disparity also highlights the ongoing need for stronger harmonised national legislations to regulate a wide range of harmful and illegal content, especially as new types continue to emerge with advancing technology.

One methodology that INHOPE applies to address the problematic of differing CSAM legislations is the development and usage of the [Universal Classification Schema](#). The application of the Schema aims to enable hotlines to apply the differing legislations to processing CSAM presented in this report. In conclusion, while this document covers the legislative landscape of 61 countries worldwide, it is hoped that this will spark further discussions and actions toward strengthening legislation across the world.

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Annex



National Legality of Different CSAM Content

	Drawings/manga/artistic interpretations of CSAM	Digitally generated CSAM	Realistic images representing a minor engaged in sexually explicit conduct	A minor appearing to be an adult engaged in sexually explicit conduct	An adult person appearing to be a minor engaged in sexually explicit conduct	Child grooming—solicitation of the child to meet offline (for contact offences)	Child grooming—solicitation of the child to sexual activities (including sexual conversation, production of CSAM, viewing sexual activities etc.)	Sexual extortion of children or soliciting children for sexual purposes	Apparent self-generated sexual material	Sexualised modelling or posing	Text depictions of CSAM	Fictional text depictions of CSAM	Praise of paedophilia or CSA	Manual on CSA	Declaration of committing CSA	Audio CSAM: recordings of CSA	Audio CSAM: story telling/retelling scenes of CSA	
Illegal	44	40	55	60	27	55	55	59	51	29	40	27	24	29	36	34	30	27
Strictly dependent	6	4	0	0	2	0	2	0	2	6	5	4	5	1	1	2	2	2
Not illegal	10	7	4	1	23	5	3	2	5	16	12	21	22	21	13	13	15	18
No information	1	10	2	0	9	1	1	0	3	10	4	9	10	10	11	12	14	14



x	illegal
x*	treated as illegal or appears to be illegal
y	dependent on the context
o	not illegal
-	no information

	Drawings/manga/artistic interpretations of CSAM	Digitally generated CSAM	Realistic images representing a minor engaged in sexually explicit conduct	A minor appearing to be an adult engaged in sexually explicit conduct	An adult person appearing to be a minor engaged in sexually explicit conduct	Child grooming—solicitation of the child to meet offline (for contact offences)	Child grooming—solicitation of the child to production of CSAM, viewing sexual activities etc.)	Sexual extortion—Solicitation of the child for online sexual activities (including sexual conversation, production of CSAM, viewing sexual activities etc.)	Apparent self-generated sexual material	Sexualised modelling or posing	Text depictions of children	Fictional depictions of CSAM	Praise of paedophilia or CSA	Manual on CSA	Declaration of committing CSA	Audio CSAM: recordings of CSA	Audio CSAM: story telling/retelling	
Albania	y	y	x	x	o	oy	oy	oy	oy	o	x	oy	oy	oy	x	x	y	y
Andorra	y	x	x	x	x	x	x	x	x	y	y	y	y	x	x	x	x	x
Argentina	x	x	x	xy	xy	x	x	x	xy	y	y	x	y	x	x	x	x	x
Armenia	y	x	x	x	y	x	x	x	x	y	y	y	y	x	x	x	x	x
Australia	x	x	x	x	x	x	x	x	xy	xy	xy	xy	xy	xy	x	x	x	xy
Austria	xy	y	x	x	xy	xy	xy	x	x	oy	oy	o	o	xy	xy	oy	o	o
Azerbaijan	x*	-	x*	x*	-	x	x	x	-	-	x	-	-	-	-	-	-	-
Belgium	x	x	x	x	x	x	x	x	x	xy	xy	x	x	x	xy	xy	xy	xy
Bosnia and Herzegovina	o	o	o	x	o	o	x	x	o	o	o	o	o	o	-	x	o	
Bulgaria	x	-	x	x	x	x	x	x	x	o	o	o	o	o	xy	x	x	
Cambodia	xy	x	x	x	x	o	oy	x	x	xy	xy	xy	xy	o	x	x	x	x
Colombia	y	y	x	x	xy	xy	xy	x	x	x	x	o	y	o	x	o	o	o
Croatia	x	x	x	x	x	x	x	x	xy	xy	xy	xy	xy	xy	xy	xy	xy	xy
Cyprus	x	x	-	x	-	-	-	x	x	o	x	x	x	x	x	x	-	-
Czech Republic	xy	x	x	x	x	x	x	x	xy	o	xy	xy	xy	xy	xy	o	x	x
Denmark	o	o	x	xy	o	x	x	x	xy	oy	oy	oy	o	xy	xy	xy	o	o
Estonia	x	x	x	x	o	x	x	x	x	y	y	x	x	xy	x	y	y	y
Finland	o	o	x	x	o	x	x	x	x	y	y	o	o	o	o	oy	o	o
France	x	x	x	xy	xy	x	x	x	x	xy	xy	xy	xy	o	x	x	o	o
Georgia	y	x	x	x	y	x	x	x	x	x	x	y	y	-	-	-	x	x
Germany	x	x	x	x	xy	x	x	x	x	x	xy	x	x	xy	xy	xy	x	x
Greece	x	x	x	x	o	x	x	x	xy	x	x	o	o	o	o	o	o	o
Hungary	o	xy	xy	x	o	xy	x	x	xy	o	o	o	o	xy	xy	xy	o	o
Iceland	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	-	-
Ireland	x	x	x	x	o	x	x	x	x	x	x	x	x	oy	oy	x	xy	
Italy	oy	x	x	x	oy	x	x	x	oy	oy	xy	x	x	x	x	xy	-	-
Japan	oy	o	o	x	oy	x	x	xy	x	oy	oy	o	o	o	o	o	o	o
Latvia	x	x	x	x	oy	x	x	x	x	x	x	x	xy	x	x	x	x	xy
Liechtenstein	x	x	x	x	-	x	x	x	xy	-	x	-	-	-	-	-	-	-
Lithuania	x	x*	x	x	x	x	x	x	x	x*	x*	x*	x*	x*	x*	x*	x*	x*
Luxembourg	x	x	x	x	x	x	x	x	x	x	x	x	x	oy	x	x	x	o
Malta	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Mexico	y	y	x	x	xy	xy	x	xy	x	y	x	o	o	o	o	o	x	o
Moldova	o	o	x	o	o	x	y	xy	xy	o	o	o	o	oy	o	o	o	o
Monaco	x*	-	x*	x*	-	x	x	x	oy	-	x	-	-	-	-	-	-	-
Montenegro	xy	x	x	x	o	x	x	x	x	-	x	x	-	-	-	-	-	-
Netherlands	xy	xy	xy	x	xy	x	x	x	x	x	x	o	o	o	x	o	o	o
Nigeria	xy	x	x	x	o	x	x	x	xy	xy	xy	xy	xy	xy	xy	xy	xy	xy
North Macedonia	x*	-	x*	x*	-	x	x	x	x	-	-	-	-	-	-	-	-	-
Norway	x*	-	x*	x*	-	x	x	x	xy	-	-	-	-	-	-	-	-	-
Philippines	x	x	x	x	x	x	x	x	x	x	x	x	x	o	o	y	x	x
Poland	xy	x	x	xy	o	x	x	x	x	o	o	o	o	x	x	x	o	o
Portugal	x	x	x	x	o	x	x	x	o	xy	x	xy	xy	xy	xy	xy	x	xy
Romania	oy	xy	x	x	x	x	x	x	x	o	o	o	o	o	o	o	o	o
Russia	x	x	x	x	o	x	x	x	x	x	x	o	o	x	x	x	x	x
San Marino	x*	-	x*	x*	-	x*	x*	x	x	-	x	-	-	-	-	-	-	-
Serbia	-	-	x	x	-	x	x	x	x	-	-	-	-	x	-	-	-	-
Slovakia	o	o	o	x	o	x	x	x	x	x	x	o	o	x	o	x	x* not in law	x* not in law
Slovenia	x	x	x	xy	xy	x	x	x	xy	x	x	x	x	o	x	xy	x	x
South Africa	x	x	x	x	x	x	x	x	xy	xy	xy	xy	xy	x	x	x	x	x
South Korea	x	x	x	x	x	x	x	x	x	x	x	xy	xy	xy	x	x	xy	xy
Spain	xy	xy	x	xy	xy	xy	xy	xy	xy	xy	xy	xy	xy	xy	xy	xy	oy	o
Sweden	xy	xy	xy	xy	o	x	x	x	xy	x	x	o	o	o	o	xy	o	o
Switzerland	x*	-	x*	x*	-	x	x	x	xy	-	x	-	-	-	-	-	-	-
Taiwan	x	x	x	x	o	x	x	x	x	o	oy	x	x	oy	x	x	x	x
Thailand	x	x	x	x	x	o	y	x	x	x	x	x	o	y	y	x	x	x
Tunisia	x*	-	x*	x*	x*	x*	x*	x*	x	-	x*	-	-	-	-	-	-	-
Türkiye	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
UK	x	x	x	x	o	x	x	x	x	x	o	o	o	o	o	oy	oy	o
Ukraine	x	o	-	x	o	x	x	x	xy	o	-	y	o	x	x	x	xy	x
US	oy	-	oy	x	o	oy	oy	oy	x	o	oy	o	o	o	o	o	-	-

National Legality of CSAM in Different Context

		Images in a medical context	Non-explicit images in a series of images that contain CSM	Non-explicit images in a series of images that sexual nature attached to them
Illegal	3	15	21	
Strictly dependent	8	7	9	
Not illegal	42	28	22	
No information	8	11	9	



x	illegal
x*	treated as illegal or appears to be illegal
y	dependent on the context
o	not illegal
-	no information

	Images in a medical context	Non-explicit images in a series of images that contain CSM	Non-explicit images that have comments or captions of a sexual nature attached to them
Albania	y*	y*	x
Andorra	y	x	x
Argentina	o	xy	xy
Armenia	x	x	x
Australia	o	x	x
Austria	o	o	o
Azerbaijan	-	-	-
Belgium	o	o	x
Bosnia and Herzegovina	o	o	o
Bulgaria	-	o	y
Cambodia	o	o	o
Colombia	oy*	o	o
Croatia	o	x	x
Cyprus	-	x	o
Czech Republic	o	o	x
Denmark	o*	o*	o
Estonia	o	o*	o
Finland	o	o	o
France	o	o*	y
Georgia	o	-	y
Germany	o	oy	y
Greece	o	o	o
Hungary	o	x	xy
Iceland	o	y*	x
Ireland	o	o	o
Italy	o	x	x
Japan	o	o	o
Latvia	o	xy	xy
Liechtenstein	-	-	-
Lithuania	o	y*	y*
Luxembourg	y*	o	x
Malta	o	o	x
Mexico	o	o	o
Moldova	o	o	o
Monaco	-	-	-
Montenegro	o	-	x
Netherlands	y	x	y
Nigeria	y	y	y
North Macedonia	-	-	-
Norway	o	-	-
Philippines	x	o	x
Poland	o	y*	y*
Portugal	xy	o*	x
Romania	o	o*	o*
Russia	o	o	o
San Marino	-	-	-
Serbia	o	o	o
Slovakia	o	x	o
Slovenia	o	o	o
South Africa	y	y	y
South Korea	o	y	x
Spain	y*	-	-
Sweden	y*	x	x
Switzerland	o	-	-
Taiwan	o	x	o
Thailand	o	x	o
Tunisia	-	-	-
Türkiye	oy	x	x
UK	o	o	o
Ukraine	o	o	x
US	o	o*	o

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