Basic information

2018/0207(COD)

COD - Ordinary legislative procedure (ex-codecision procedure)
Regulation

Rights and values programme 2021–2027

Repealing Regulation (EU) No 1381/2013 2011/0344(COD)
Repealing Regulation (EU) No 390/2014 2011/0436(APP)

Subject

1.10 Fundamental rights in the EU, Charter
1.20 Citizen's rights
1.20.09 Protection of privacy and data protection
4.10.03 Child protection, children's rights
4.10.04.01 Programmes and actions for gender equality
4.10.06 People with disabilities
4.10.08 Equal treatment of persons, non-discrimination
4.10.09 Women condition and rights
4.45 Common cultural area, cultural diversity
7.30.30.02 Action to combat violence, trafficking in human beings and migrant smuggling

Procedure completed

19/03/2019: MFF 2021-2027/ Progress report - state of play in the Council

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
LIBE Civil Liberties, Justice and Home Affairs	KUHNKE Alice (Greens/EFA)	24/07/2019
	Shadow rapporteur HALICKI Andrzej (EPP) LÓPEZ AGUILAR Juan Fernando (S&D) DONÁTH Anna Júlia (Renew) WIŚNIEWSKA Jadwiga (ECR) BAY Nicolas (ID) BJÖRK Malin (GUE/NGL)	

Former committee responsible	Former rapporteur	Appointed
LIBE Civil Liberties, Justice and Home Affairs	VALERO Bodil (Verts/ALE)	09/07/2018

Former committee for opinion	Former rapporteur for opinion	Appointed
BUDG Budgets	SOLÉ Jordi (Verts/ALE)	28/06/2018

	EMPL Employment and Social Affairs	LAMBERT Jean (Verts/ALE)	18/06/2018
	ENVI Environment, Public Health and Food Safety	The committee decided not to give an opinion.	
	CULT Culture and Education (Associated committee)	GUILLAUME Sylvie (S&D)	01/06/2018
	JURI Legal Affairs	KAUFMANN Sylvia-Yvonne (S&D)	09/07/2018
	AFCO Constitutional Affairs	TERRICABRAS Josep-Maria (Verts/ALE)	24/09/2018
	FEMM Women's Rights and Gender Equality (Associated committee)	PIETIKÄINEN Sirpa (PPE)	12/07/2018
	PETI Petitions	The committee decided not to give an opinion.	

Council of the European Union	
European Commission	Commission DG: Justice and Consumers — Commissioner: JOUROVÁ Věra
European Economic and Social Committee	
European Committee of the Regions	

Key events

Date	Event	Reference	Summary
30/05/2018	Legislative proposal published	COM(2018)0383	Summary
14/06/2018	Committee referral announced in Parliament, 1st reading		
05/07/2018	Referral to associated committees announced in Parliament		
10/12/2018	Vote in committee, 1st reading		
17/12/2018	Committee report tabled for plenary, 1st reading	A8-0468/2018	Summary
16/01/2019	Debate in Parliament		
17/01/2019	Decision by Parliament, 1st reading	T8-0040/2019	Summary

17/01/2019	Results of vote in Parliament		
17/01/2019	Matter referred back to the committee responsible for interinstitutional negotiations		
21/03/2019	Approval in committee of the text agreed at 1st reading interinstitutional negotiations		
17/04/2019	Decision by Parliament, 1st reading	T8-0407/2019	Summary
17/04/2019	Results of vote in Parliament		
24/09/2019	Committee decision to open interinstitutional negotiations after 1st reading in Parliament		
09/10/2019	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 73)		
04/02/2021	Approval in committee of the text agreed at early 2nd reading interinstitutional negotiations		
21/04/2021	Council position published	06833/1/2020	
26/04/2021	Committee referral announced in Parliament, 2nd reading		
26/04/2021	Vote in committee, 2nd reading		
26/04/2021	Committee recommendation tabled for plenary, 2nd reading	A9-0144/2021	
27/04/2021	Decision by Parliament, 2nd reading	T9-0137/2021	Summary
27/04/2021	Debate in Parliament		
28/04/2021	Final act signed		
29/04/2021	End of procedure in Parliament		
05/05/2021	Final act published in Official Journal		

Technical information

Procedure reference	2018/0207(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Regulation
Amendments and repeals	Repealing Regulation (EU) No 1381/2013 2011/0344(COD) Repealing Regulation (EU) No 390/2014 2011/0436(APP)
Legal basis	Rules of Procedure EP 61 Treaty on the Functioning of the European Union TFEU 021-p2 Treaty on the Functioning of the European Union TFEU 019-p2 Treaty on the Functioning of the European Union TFEU 168-p5 Treaty on the Functioning of the European Union TFEU 016-p2 Treaty on the Functioning of the European Union TFEU 167-p5 Treaty on the Functioning of the European Union TFEU 024-p1
Mandatory consultation of other institutions	European Economic and Social Committee European Committee of the Regions
Stage reached in procedure	Procedure completed
Committee dossier	LIBE/9/01282

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee draft report		PE628.434	09/10/2018	
Amendments tabled in committee		PE629.631	30/10/2018	
Committee opinion	EMPL	PE627.615	21/11/2018	
Committee opinion	JURI	PE627.900	22/11/2018	
Committee opinion	AFCO	PE628.563	22/11/2018	
Committee opinion	BUDG	PE625.488	26/11/2018	
Committee opinion	FEMM	PE627.907	27/11/2018	
Committee opinion	CULT	PE627.931	04/12/2018	
Committee report tabled for plenary, 1st reading/single reading		A8-0468/2018	17/12/2018	Summary
Text adopted by Parliament, partial vote at 1st reading /single reading		T8-0040/2019	17/01/2019	Summary
Text adopted by Parliament, 1st reading/single reading		T8-0407/2019	17/04/2019	Summary
Committee draft report		PE691.326	19/04/2021	
Committee recommendation tabled for plenary, 2nd reading		A9-0144/2021	26/04/2021	
Text adopted by Parliament, 2nd reading		T9-0137/2021	27/04/2021	Summary

Council of the EU

Document type	Reference	Date	Summary
Council position	06833/1/2020	21/04/2021	
Draft final act	00023/2021/LEX	28/04/2021	

European Commission

Document type	Reference	Date	Summary
Legislative proposal	COM(2018)0383	30/05/2018	Summary
Document attached to the procedure	SWD(2018)0290	30/05/2018	
Document attached to the procedure	SWD(2018)0291	30/05/2018	
Commission response to text adopted in plenary	SP(2019)440	08/08/2019	
Commission communication on Council's position	COM(2021)0216	23/04/2021	
	COM(2025)0266		

Document attached to the procedure		03/06/2025	
Document attached to the procedure	SWD(2025)0133	03/06/2025	

National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	PT_PARLIAMENT	COM(2018)0383	07/09/2018	
Contribution	DE_BUNDESRAT	COM(2018)0383	23/10/2018	

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
CofR	Committee of the Regions: opinion	CDR3994/2018	10/10/2018	
EESC	Economic and Social Committee: opinion, report	CES2950/2018	17/10/2018	
CofR	Committee of the Regions: opinion	CDR3890/2018	06/02/2019	

Additional information

Source	Document	Date
European Commission	EUR-Lex	

Final act

Regulation 2021/0692
OJ L 156 05.05.2021, p. 0001

Rights and values programme 2021–2027

2018/0207(COD) - 30/05/2018 - Legislative proposal

PURPOSE: to establish the rights and values programme for the period 2021-2027.

PROPOSED ACT: Regulation of the European Parliament and of the Council.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: the Union is a **community of law**, and its values constitute the very basis of its existence. These values are enshrined in the EU Treaties, the EU Charter of Fundamental Rights and the UN Convention on the Rights of Persons with Disabilities.

To promote common European values and rights, the EU has combined several instruments in a policy mix of legislation, policies and funding. In particular, the following funding programmes have showed a strong societal focus and are clearly related to European values: the rights, equality and citizenship programme, the Europe for citizens programme, and the justice programme.

However, **the fragmented nature and limited resources of current EU funding programmes** limits the EU's capacity to respond to existing and new challenges.

At a time where European societies are confronted with extremism, radicalism and divisions, it is more important than ever to **promote, strengthen and defend justice, rights and EU values** which are human rights, respect for human dignity, freedom, democracy, equality, the rule of law.

That is why the Commission proposes to create a new **justice, rights and values fund**, including the rights and values and justice programmes within the EU budget.

CONTENT: the proposed Regulation - presented for a Union of 27 Member States – seeks to establish the **rights and values programme**. It lays down the objectives of the programme, the budget for the period 2021- 2027, the forms of Union funding and the rules for providing such funding.

This new programme, together with the justice programme, will be part of a new justice, rights and values fund of the EU budget that will help to sustain open, democratic, pluralist and inclusive societies.

The general objective of the proposed rights and values programme is to **protect and promote rights and values as enshrined in the EU Treaties and in the EU Charter of Fundamental Rights**, including by supporting civil society organisations, in order to sustain open, democratic and inclusive societies.

The programme has three specific objectives:

(1) Promotion of equality and rights (equality and rights strand):

- preventing and combating inequalities and discrimination on grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, and supporting comprehensive policies to promote gender equality and anti-discrimination and their mainstreaming as well policies to combat racism and all forms of intolerance;
- protecting and promoting the rights of the child, the rights of people with disabilities, Union citizenship rights and the right to the protection of personal data.

(2) Promoting citizens' engagement and participation in the democratic life of the Union (citizens's engagement and participation strand):

- increasing citizens' understanding of the Union, its history, cultural heritage and diversity;
- promoting exchange and cooperation between citizens of different countries and citizens' civic and democratic participation.

(3) Combating violence (Daphne strand): preventing and combating all forms of violence against children, young people and women and violence against other groups at risk; and supporting and protecting the victims of such violence.

The programme shall provide for and accelerate the **synergies** between its different specific objectives in order to increase their potential to reach citizens. To be effective, the programme shall take into account the specific nature of the different policies, their different target groups and their particular needs through tailor-made approaches.

Proposed budget: the programme's overall budget is set at **EUR 641.7 million for the period 2021-2027**. This amount shall be allocated as follows:

- EUR 408.7 million for the 'equality and rights' and 'fight against violence' strands;
- EUR 233 million for the citizen engagement and participation strand.

Rights and values programme 2021–2027

2018/0207(COD) - 17/12/2018 - Committee report tabled for plenary, 1st reading/single reading

The Committee on Civil Liberties, Justice and Home Affairs adopted the report by Bodil VALERO (Greens/EFA, SE) on the proposal for a regulation of the European Parliament and of the Council establishing the Rights and Values programme.

The Committee on Culture and Education and the Committee on Women's Rights and Gender Equality, exercising their prerogatives as associated committees in accordance with Rule 54 of the Rules of Procedure, also gave their opinions on the report.

The committee recommended that the European Parliament's position adopted at first reading under the ordinary legislative procedure should amend the Commission's proposal as follows.

Subject matter

Members proposed that this Regulation shall establish the Citizens, Equality, Rights and Values programme.

Objectives

The general objectives of the Programme shall be to:

- ***Union value strand***: to protect and promote democracy and the rule of law at local, regional, national and transnational level;

- ***Equality, Rights and Gender Equality strand***: to promote equality, including gender equality, rights, non-discrimination and advance gender mainstreaming;

- ***Active Citizenship strand***: to raise citizens', in particular young people's, awareness of the importance of the Union through activities aimed at keeping alive remembrance of the historic events that led to its creation, and to promote democracy, freedom of expression, pluralism, civic engagement as well as meetings of citizens and their active participation in the democratic life of the Union;

- ***Daphne strand***: to fight violence, including gender based violence.

Union values strand

Members proposed introducing this new strand with the aim of:

- protecting and promoting democracy and the rule of law;

- providing support for independent human rights defenders and civil society organisations undertaking monitoring compliance with the rule of law, for whistleblower defence and for initiatives that promote the shared culture of transparency, good governance and fight against corruption;

- promoting the construction of a more democratic Union as well as protecting and raising awareness of the rights and values enshrined in the Treaties.

Budget

The financial envelope for the implementation of the Programme for the period 2021-2027 shall be ***EUR 1 627 000 000*** in 2018 prices. It shall be divided as follows:

- EUR 754 062 000 for the new Union values strand;

- EUR 429 372 000 (i.e. 26.39% of the total financial envelope) for the Equality, rights and gender equality and Daphne strand;

- EUR 443 566 000 (i.e. 27.26% of the total financial envelope) for the Active citizenship strand.

Implementation and forms of EU funding

The Programme may provide funding in any of the forms laid down in the Financial Regulation, primarily through action grants as well as annual and multiannual operating grants. That funding shall be implemented in such a way as to ensure sound financial management, prudent use of public funds, lower levels of administrative burden for the Programme operator and for beneficiaries, as well as accessibility of the Programme funds to potential beneficiaries. Lump sums, unit costs, flat rates and cascading grants (financial support to third parties) may be used. Co-funding shall be accepted in kind and may be waived in cases of limited complementary funding.

Values Support Mechanism

In exceptional cases, where there is a serious and rapid deterioration in a Member State as regards compliance with Union values enshrined in Article 2 TEU, and those values are at risk of not being sufficiently protected and promoted, the Commission may open a call for proposals in the form of a fast-track procedure for grant applications for civil society organisations, with a view to facilitate, support and enhance the democratic dialogue in the Member State in question and to address the problem of insufficient compliance with the values enshrined in Article 2 TEU.

Programme Contact Points

In each Member State there shall be an independent programme contact point with qualified staff tasked, in particular, with providing the stakeholders and beneficiaries of the Programme with impartial guidance, practical information and assistance regarding all aspects of the Programme, including in relation to the application procedure.

Rights and values programme 2021–2027

2018/0207(COD) - 17/01/2019 - Text adopted by Parliament, partial vote at 1st reading/single reading

The European Parliament adopted by 426 votes to 152, with 45 abstentions, amendments to the proposal for a regulation of the European Parliament and of the Council establishing the Rights and Values programme.

The matter was referred back to the competent committee for interinstitutional negotiations.

The main amendments adopted in plenary concern the following issues:

Objectives

Parliament proposed that this Regulation shall establish the **Citizens, Equality, Rights and Values programme** for the period 2021-2027. The general objectives of the Programme shall be to:

- Union value strand: to protect and promote democracy and the rule of law at local, regional, national and transnational level;

- Equality, Rights and Gender Equality strand: to promote equality, including gender equality, rights, non-discrimination and advance gender mainstreaming;

- Active Citizenship strand: to raise citizens', in particular young people's, awareness of the importance of the Union through activities aimed at keeping alive remembrance of the historic events that led to its creation, and to promote democracy, freedom of expression, pluralism, civic engagement as well as meetings of citizens and their active participation in the democratic life of the Union, the programme should support intercultural and interreligious dialogue as a factor for social peace in Europe;

- Daphne strand: to fight violence, including gender based violence for example, by supporting civil society organisations that facilitate access to justice and victim support services.

Union values strand

Members proposed introducing this new strand with the aim of:

- protecting and promoting democracy and the rule of law in particular by supporting civil society activities that promote the independence of the judiciary;

- providing support for independent human rights defenders and civil society organisations undertaking monitoring compliance with the rule of law, for whistleblower defence and for initiatives that promote the shared culture of transparency, good governance and fight against corruption;

- promoting the construction of a more democratic Union as well as protecting and raising awareness of the rights and values enshrined in the Treaties.

Budget

The financial envelope for the implementation of the Programme for the period 2021-2027 shall be **EUR 1 627 000 000 in 2018 prices**. It shall be divided as follows:

- EUR 754 062 000 for the new Union values strand;

- EUR 429 372 000 (i.e. 26.39% of the total financial envelope) for the Equality, rights and gender equality and Daphne strand;

- EUR 443 566 000 (i.e. 27.26% of the total financial envelope) for the Active citizenship strand.

Implementation and forms of EU funding

The Programme may provide funding in any of the forms laid down in the Financial Regulation, primarily through action grants as well as annual and multiannual operating grants. That funding shall be implemented in such a way as to ensure sound financial management, prudent use of public funds, lower levels of administrative burden for the Programme operator and for beneficiaries, as well as accessibility of the Programme funds to potential beneficiaries. Lump sums, unit costs, flat rates and cascading grants (financial support to third parties) may be used. Co-funding shall be accepted in kind and may be waived in cases of limited complementary funding.

Values Support Mechanism

In exceptional cases, where there is a serious and rapid deterioration in a Member State as regards compliance with Union values enshrined in Article 2 TEU, and those values are at risk of not being sufficiently protected and promoted, the Commission may open a call for proposals in the form of a fast-track procedure for grant applications for civil society organisations, with a view to facilitate, support and enhance the democratic dialogue in the Member State in question and to address the problem of insufficient compliance with the values enshrined in Article 2 TEU.

Programme Contact Points

Members proposed that in each Member State there shall be an independent programme contact point with qualified staff tasked, in particular, with providing the stakeholders and beneficiaries of the Programme with impartial guidance, practical information and assistance regarding all aspects of the Programme, including in relation to the application procedure.

The Commission should maintain a regular, open and transparent dialogue with the beneficiaries of the programme as well as with other relevant stakeholders by setting up a civil dialogue group. This group should contribute to the exchange of experiences and best practices.

Rights and values programme 2021–2027

2018/0207(COD) - 17/04/2019 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 472 votes to 129, with 41 abstentions, a legislative resolution on the proposal for a regulation of the European Parliament and of the Council etablishing the Rights and Values programme.

The European Parliament’s position adopted at first reading under the ordinary legislative procedure amended the Commission proposal as follows:

The proposed Regulation shall establish a programme called "Citizens, Equality, Rights and Values" for the period 2021-2027, with the following general objectives:

Union values strand

The Programme shall focus on protecting, promoting and raising awareness on rights by providing financial support to civil society organisations active at local, regional and transnational level in promoting and cultivating these rights, thereby also strengthening the protection and promotion of Union values and the respect for the rule of law and contributing to the construction of a more democratic Union, democratic dialogue, transparency and good governance.

Equality, Rights and Gender Equality strand

The Programme shall focus on promoting equality and preventing and combating inequalities and discrimination on grounds of sex, racial or ethnic origin.

It shall also focus on: (i) promoting women's full enjoyment of rights, gender equality, including work-life balance, women's empowerment and gender mainstreaming; (ii) combating racism, xenophobia and all forms of intolerance including homophobia, biphobia, transphobia and interphobia and intolerance on the basis of gender identity, both online and offline; (iii) protecting and promoting the rights of the child and persons with disabilities; (iv) protecting and promoting Union citizenship rights and the right to the protection of personal data.

Citizens engagement and participation strand

The Programme shall focus on:

- supporting projects aimed at commemorating defining events in modern European history, including the causes and consequences of authoritarian and totalitarian regimes, and at raising awareness among European citizens, of their common history, culture, cultural heritage and values, thereby enhancing their understanding of the Union, its origins, purpose, diversity and achievements and of the importance of mutual understanding and tolerance;

- promoting citizens and representative associations' participation in and contribution to the democratic and civic life of the Union by making known and publicly exchanging their views in all areas on Union action;

- promoting exchanges between citizens of different countries, in particular through town-twinning and networks of towns, so as to afford them practical experience of the wealth and diversity of the common heritage of the Union and to make them aware that these constitute the foundation for a common future.

Daphne strand

The Programme shall focus on preventing and combating at all levels all forms of gender-based violence against women and girls and domestic violence, also by promoting the standards laid down in the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention). It shall support and protect all direct and indirect victims of such violence, such as domestic violence exerted within the family or violence in intimate relationships.

Budget

Parliament proposed the financial envelope for the implementation of the Programme for the period 2021-2027 to be EUR 1 627 000 000 in 2018 prices [EUR 1 834 000 000 in current prices]. It shall be divided as follows:

- EUR 754 062 000 for the new Union values strand;

- EUR 429 372 000 (i.e. 26.39% of the total financial envelope) for the Equality, rights and gender equality and Daphne strand;

- EUR 443 566 000 (i.e. 27.26% of the total financial envelope) for the Active citizenship strand

Civil Dialogue Group

The Commission shall set up a 'Civil Dialogue Group' aimed at ensuring a regular, open and transparent dialogue with the beneficiaries of the Programme and other relevant stakeholders in order to exchange experiences and good practices and to discuss policy developments within the fields and objectives covered by the Programme and related fields.

Rights and values programme 2021–2027

2018/0207(COD) - 27/04/2021 - Text adopted by Parliament, 2nd reading

The European Parliament adopted a legislative resolution approving the Council position at first reading with a view to the adoption of a regulation of the European Parliament and of the Council establishing the Citizens, Equality, Rights and Values Programme and repealing Regulation (EU) No 1381 /2013 of the European Parliament and of the Council and Council Regulation (EU) No 390/2014.

Programme objectives

The Programme seeks to protect and promote rights and values as enshrined in the Treaties, the Charter and the applicable international human rights conventions, in particular by supporting civil society organisations and other stakeholders active at local, regional, national and transnational level, and by encouraging civic and democratic participation, in order to sustain and further develop open, rights-based, democratic, equal and inclusive societies which are based on the rule of law.

Within the general objective, the Programme has the following specific objectives, which correspond to strands:

(1) to protect and promote Union values (Union values strand);

(2) to promote rights, non-discrimination and equality, including gender equality, and to advance gender mainstreaming and the mainstreaming of non-discrimination (equality, rights and gender equality strand);

(3) to promote citizens' engagement and participation in the democratic life of the Union and exchanges between citizens of different Member States, and to raise awareness of their common European history (citizens' engagement and participation strand);

(4) to fight violence, including gender-based violence (Daphne strand).

Budget

The financial envelope for the implementation of the programme for the period from 1 January 2021 to 31 December 2027 is set at **EUR 641 705 000** in current prices, with the following breakdown:

- EUR 297 366 097 (46.34%) for the new Union values strand;

- EUR 169 410 120 (26.4%) for the Equality, Rights and Gender Equality and Daphne strand;

- 174 928 783 (i.e. 27.26%) for the Citizens’ engagement strand.

Following the programme-specific adjustment foreseen by Regulation (EU, Euratom) 2020/2093 laying down the MFF 2021-2027, the total amount is increased by an additional allocation of EUR 800 000 000 (in 2018 prices), of which 43 % (up to EUR 344 000 000) for the Union values strand.

In a joint declaration, the European Parliament and the Council agree that the Union values strand of the programme should be substantially funded from 1 January 2021.

The Commission is invited to take appropriate measures to achieve this objective, and in particular to assess the use made of the flexibility instruments within the legal framework of the annual EU budget for 2021, in accordance with the activation criteria set out in the MFF regulation.

The regulation also sets out the forms of Union funding, the rules for granting such funding, and the system of governance of the programme.