Basic information

2018/0208(COD) COD - Ordinary legislative procedure (ex-codecision procedure) Regulation	Procedure completed 19/03/2019: MFF 2021-2027/ Progress report - state of play in the Council
Justice programme 2021–2027 Repealing Regulation (EU) No 1382/2013 2011/0369(COD) **Subject** 7.40.02 Judicial cooperation in civil and commercial matters 7.40.04 Judicial cooperation in criminal matters	

Key players

European Parliament

Joint committee responsible	Rapporteur	Appointed
JURI Legal Affairs	HAUTALA Heidi (Greens /EFA)	04/09/2019
LIBE Civil Liberties, Justice and Home Affairs	BARLEY Katarina (S&D)	04/09/2019
	Shadow rapporteur RADEV Emil (EPP) DIDIER Geoffroy (EPP) WÖLKEN Tiemo (S&D) SÉJOURNÉ Stéphane (Renew) STRUGARIU Ramona (Renew) KUHNKE Alice (Greens /EFA) STRIK Tineke (Greens/EFA) DZHAMBAZKI Angel (ECR) JAKI Patryk (ECR) PELLETIER Anne-Sophie (GUE/NGL)	

Former joint committee responsible	Former rapporteur	Appointed
JURI Legal Affairs	HAUTALA Heidi (Verts/ALE)	09/07/2018
LIBE Civil Liberties, Justice and Home Affairs	WEIDENHOLZER Josef (S&D)	09/07/2018

	Shadow rapporteur RADEV Emil (PPE) DIDIER Geoffroy (PPE) KAUFMANN Sylvia-Yvonne (S&D) JUREK Marek (ECR) DZHAMBAZKI Angel (ECR) CAVADA Jean-Marie (ALDE) IN 'T VELD Sophia (ALDE) CHRYSOGONOS Kostas (GUE/NGL) LAMBERT Jean (Verts/ALE)	

Former committee for opinion	Former rapporteur for opinion	Appointed
BUDG Budgets	GONZÁLEZ PONS Esteban (PPE)	28/06/2018
CONT Budgetary Control	DE JONG Dennis (GUE/NGL)	02/07/2018
FEMM Women's Rights and Gender Equality	MLINAR Angelika (ALDE)	14/09/2018

Council of the European Union	
European Commission	

Commission DG	Commissioner
Justice and Consumers	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)0384	Summary
14/06/2018	Committee referral announced in Parliament, 1st reading		
05/07/2018	Referral to joint committee announced in Parliament		

04/02/2019	Vote in committee, 1st reading		
06/02/2019	Committee report tabled for plenary, 1st reading	A8-0068/2019	Summary
13/02/2019	Decision by Parliament, 1st reading	T8-0097/2019	Summary
13/02/2019	Results of vote in Parliament		
13/02/2019	Matter referred back to the committee responsible for interinstitutional negotiations		
02/04/2019	Approval in committee of the text agreed at 1st reading interinstitutional negotiations		
17/04/2019	Decision by Parliament, 1st reading	T8-0406/2019	Summary
17/04/2019	Results of vote in Parliament		
08/12/2020	Committee decision to open interinstitutional negotiations after 1st reading in Parliament		
14/12/2020	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	06834/1/2020	
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	A9-0146/2021	
27/04/2021	Decision by Parliament, 2nd reading	T9-0138/2021	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	2018/0208(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Regulation
Amendments and repeals	Repealing Regulation (EU) No 1382/2013 2011/0369(COD)
Legal basis	Rules of Procedure EP 59 Rules of Procedure EP 61 Treaty on the Functioning of the European Union TFEU 081-p1 Treaty on the Functioning of the European Union TFEU 081-p2 Treaty on the Functioning of the European Union TFEU 082-p1
Mandatory consultation of other institutions	European Economic and Social Committee European Committee of the Regions
Stage reached in procedure	Procedure completed
Committee dossier	CJ03/9/01293

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee opinion	BUDG	PE625.492	06/11/2018	
Committee draft report		PE630.382	08/11/2018	
Committee opinion	CONT	PE627.803	19/11/2018	
Amendments tabled in committee		PE631.964	07/12/2018	
Committee opinion	FEMM	PE628.459	16/01/2019	
Committee report tabled for plenary, 1st reading/single reading		A8-0068/2019	06/02/2019	Summary
Text adopted by Parliament, partial vote at 1st reading /single reading		T8-0097/2019	13/02/2019	Summary
Text adopted by Parliament, 1st reading/single reading		T8-0406/2019	17/04/2019	Summary
Committee draft report		PE691.378	20/04/2021	
Committee recommendation tabled for plenary, 2nd reading		A9-0146/2021	26/04/2021	
Text adopted by Parliament, 2nd reading		T9-0138/2021	27/04/2021	Summary

Council of the EU

Document type	Reference	Date	Summary
Council position	06834/1/2020	21/04/2021	
Draft final act	00024/2021/LEX	28/04/2021	

European Commission

Document type	Reference	Date	Summary
Legislative proposal	COM(2018)0384	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)0214	23/04/2021	
Document attached to the procedure	COM(2025)0267	03/06/2025	
Document attached to the procedure	SWD(2025)0134	03/06/2025	

National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	ES_CONGRESS	COM(2018)0384	23/07/2018	

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
EESC	Economic and Social Committee: opinion, report	CES2950/2018	17/10/2018	

Additional information

Source	Document	Date
European Commission	EUR-Lex	

Final act

Regulation 2021/0693
OJ L 156 05.05.2021, p. 0021

Justice programme 2021–2027

2018/0208(COD) - 17/04/2019 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 490 votes to 120, with 43 abstentions, a legislative resolution on the proposal for a Regulation of the European Parliament and of the Council establishing the Justice Programme.

Objectives

Members specified that the general objective of the 2021-2027 ‘Justice’ Programme shall be to contribute to the further development of a European area of freedom, security and justice based on the rule of law, including the independence of judges and impartiality of justice, on mutual recognition, mutual trust and cross border cooperation, thereby also contributing to the development of democracy, rule of law and fundamental rights.

The Programme has the general objective of contributing to the further development of a European area of justice based on the rule of law, including independence and impartiality of the judiciary, on mutual recognition, mutual trust and judicial cooperation, thereby also strengthening democracy rule of law and fundamental rights.

It seeks in particular to:

- facilitate and support judicial cooperation in civil and criminal matters, and to promote the rule of law, independence and impartiality of the judiciary, including by supporting the efforts to improve the effectiveness of national justice systems, and the effective enforcement of decisions;

- support and promote judicial training, with a view to fostering a common legal, judicial and rule of law culture, as well as the consistent and effective implementation of the Union’s legal instruments relevant in the context of this programme;

- facilitate effective and non-discriminatory access to justice for all, and effective redress, including by electronic means (e-justice), by promoting efficient civil, and criminal procedures, and by promoting and supporting the rights of all victims of crime as well as the procedural rights of suspects and accused persons in criminal proceedings.

Integration

In the implementation of all its actions, the programme shall seek to support and promote, as a horizontal objective, the protection of equal rights and the principle of non-discrimination enshrined in Article 21 of the Charter of Fundamental Rights of the European Union.

Budget

Parliament has proposed that the financial envelope for the implementation of the programme for the period 2021-2027 should be **EUR 316 million at 2018 prices** (EUR 356 million in current prices).

The budget allocated for actions linked to the promotion of gender equality shall be indicated annually.

The programme shall support the European Judicial Training Network's expenditure associated with its permanent work programme and any operating grant to that effect shall be awarded without a call for proposals in accordance with the Financial Regulation.

Parliament has requested that the programme be implemented by work programmes adopted by the Commission by means of a delegated act.

In its legislative resolution, Parliament reiterated its support for the programmes that have been implemented in the areas of culture, education, media, youth, sport, democracy, citizenship and civil society that have clearly demonstrated their European added value and enjoy lasting popularity among beneficiaries. It also reiterated that a stronger and a more ambitious Union can only be achieved if it is provided with reinforced financial means.

Justice programme 2021–2027

2018/0208(COD) - 27/04/2021 - Text adopted by Parliament, 2nd reading

The European Parliament adopted a legislative resolution approving the Council position at first reading in a view to the adoption of a regulation of the European Parliament and of the Council establishing the Justice Programme and repealing Regulation (EU) No 1382/2013.

The proposed regulation establishes the Justice programme for the duration of the multiannual financial framework (MFF) 2021-2027.

Within the general objective, the Programme should have the following specific objectives:

- to facilitate and support judicial cooperation in civil and criminal matters, and to promote the rule of law and the independence and impartiality of the judiciary;

- to support and promote judicial training, with a view to fostering a common legal and judicial culture as well as a culture based on the rule of law;

- to facilitate effective and non-discriminatory access to justice for all, and effective remedy, including by electronic means (e-justice), as well as the procedural rights of suspects and accused persons in criminal proceedings.

In the implementation of all its actions, the programme should seek to promote gender equality, the rights of the child, including through child-friendly justice, the protection of victims and the effective application of the principle of equal rights and the prohibition of discrimination on any of the grounds listed in Article 21 of the Charter of Fundamental Rights of the European Union

Budget

The financial envelope for the implementation of the Programme for the period from 1 January 2021 to 31 December 2027 shall be **EUR 305 000 000** in current prices. The amount may be used for technical and administrative assistance for the implementation of the Programme, such as preparatory, monitoring, control, audit and evaluation activities, including corporate information technology systems.

The regulation lays down the forms of EU funding, the rules for granting such funding, and the system of governance of the programme.

Justice programme 2021–2027

2018/0208(COD) - 30/05/2018 - Legislative proposal

PURPOSE: to establish the justice 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.

These programmes have led to real progress in promoting values and implementing the rights that EU legislation grant to people across the Union. 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 **justice 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 rights and values 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 programme has the general objective of **contributing to the further development of a European area of justice** based on the rule of law, on mutual recognition and mutual trust between justice professionals in cross-border proceedings.

The programme has three specific objectives:

- to facilitate and support **judicial cooperation in civil and criminal matters**, and to promote the rule of law including by supporting the efforts to improve the effectiveness of national justice systems and the enforcement of decision;
- to support and promote **judicial training**, with a view to fostering a common legal, judicial and rule of law culture;
- to facilitate **effective access to justice for all** and effective redress, including by electronic means, by promoting efficient civil and criminal procedures and by promoting and supporting the rights of victims of crime as well as the procedural rights of suspects and accused persons in criminal proceedings.

In concrete terms, the programme seeks to enhance the effectiveness of legislation by increasing knowledge, awareness and capacity of citizens, professionals and stakeholders, through supporting:

information and public awareness raising, including support for national and European campaigns to inform people of their rights, as guaranteed under Union law, and how to enforce them in practice;

training and capacity building for legal professionals in order to equip them with the tools to effectively put Union rights and policies into practice;

cooperation at transnational level and developing mutual trust, through strengthening **networks**, i.e. Union-wide organisations to assist with the preparation of future initiatives in this area, as well as to promote their consistent implementation across Europe and **cross-border cooperation** on enforcement, for example establishing missing child alert systems, coordination of operational and cross-border anti-drug cooperation.

The Commission shall ensure the European added value of all actions and activities carried out under the programme, their complementarity with Member States' activities and their compatibility with other Union activities. It shall set establish annually the funding priorities in the respective policy areas. Participation is open to all legal entities legally established in a Member State or in a participating non EU country, with no further restrictions on access to the programme.

Proposed budget: the programme shall have an overall budget of **EUR 305 million for the period 2021-2027**.

Justice programme 2021–2027

2018/0208(COD) - 13/02/2019 - Text adopted by Parliament, partial vote at 1st reading/single reading

The European Parliament adopted by 480 votes to 148, with 36 abstentions, amendments to the proposal for a Regulation of the European Parliament and of the Council establishing the Justice Programme.

The matter was referred back to the committees responsible for interinstitutional negotiations.

The main amendments adopted in plenary concern the following issues:

Objectives of the programme

Members specified that the general objective of the programme shall be to contribute to the further development of a European area of freedom, security and justice based on the rule of law, including the independence of judges and impartiality of justice, on mutual recognition, mutual trust and cross border cooperation, thereby also contributing to the development of democracy, rule of law and fundamental rights.

In particular, the programme seeks to:

- facilitate and support judicial cooperation in civil and criminal matters, including cooperation beyond Union borders whenever Union law has extraterritorial applications, to strengthen access to justice for natural and legal persons and to promote the rule of law and the independence of the judiciary, including by supporting the efforts to improve the effectiveness of national justice systems, the adequate enforcement of judicial decisions and the protection of victims;

- support and promote national and transnational judicial training, including legal terminology training, with a view to fostering a common legal, judicial and rule of law culture, as well as the consistent and effective implementation of the Union’s legal instruments on mutual recognition and procedural safeguards. Such training shall be gender sensitive, take into account the specific needs of children and persons with disabilities and be victim-oriented;

- facilitate effective and non-discriminatory access to justice for all by supporting the rights of all victims of crime and the procedural rights of suspects and prosecutors in criminal proceedings, with particular attention to children and women;

- promote the practical application of drug-related research, to support civil society organisations, to expand the knowledge base in the field, and develop innovative methods of addressing the phenomena of new psychoactive substances and trafficking in human beings and goods.

In the implementation of all its actions, the programme shall seek to support and promote, as a horizontal objective, the protection of equal rights and the principle of non-discrimination enshrined in Article 21 of the Charter of Fundamental Rights of the European Union.

Budget

Members proposed that the financial envelope for the implementation of the programme for the period 2021-2027 shall be EUR 316 million at 2018 prices (EUR 356 million in current prices, compared to EUR 305 million proposed by the Commission).

The budget allocated for actions linked to the promotion of gender equality shall be indicated annually.

The programme may allocate funds in one of the forms provided for in the Financial Regulation, mainly in the form of action grants, as well as annual and multiannual operating grants.

Evaluation and monitoring

The monitoring shall also provide a means of assessing the way in which gender equality and non-discrimination have been addressed across the programme's actions. All evaluations shall be gender sensitive and include a detailed analysis of the programme budget dedicated to gender equality-related activities.

Justice programme 2021–2027

2018/0208(COD) - 06/02/2019 - Committee report tabled for plenary, 1st reading/single reading

The Committee on Legal Affairs and the Committee on Civil Liberties, Justice and Home Affairs adopted the report presented jointly by Heidi HAUTALA (Greens/EFA, FI) and Josef WEIDENHOLZER (S&D, AT) on the proposal for a Regulation of the European Parliament and of the Council establishing the Justice Programme.

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

Objectives of the programme

Members specified that the general objective of the programme shall be to contribute to the further development of a European area of freedom, security and justice based on the rule of law, including the independence of judges and impartiality of justice, on mutual recognition, mutual trust and cross border cooperation, thereby also contributing to the development of democracy, rule of law and fundamental rights.

In the implementation of all its actions, the programme shall seek to support and promote, as a horizontal objective, the protection of equal rights and the principle of non-discrimination enshrined in Article 21 of the Charter of Fundamental Rights of the European Union.

Budget

Members proposed that the financial envelope for the implementation of the programme for the period 2021-2027 shall be EUR 316 million at 2018 prices (EUR 356 million in current prices, compared to EUR 305 million proposed by the Commission).

The budget allocated for actions linked to the promotion of gender equality shall be indicated annually.

The programme may allocate funds in one of the forms provided for in the Financial Regulation, mainly in the form of action grants, as well as annual and multiannual operating grants.

Value support mechanism

In exceptional cases, where compliance with the Union's values enshrined in Article 2 of the EU Treaty is seriously deteriorating in a Member State, the Commission may open a call for tender in the form of a fast-track procedure for grant applications to civil society organisations, with a view to facilitating democratic dialogue in the Member State in question and addressing the problem of non-compliance with these values. The Commission should allocate up to 5% of the budget to this mechanism.

The activation of the mechanism shall be based on a comprehensive, regular and evidence-based monitoring and evaluation of the situation in all Member States as regards democracy, rule of law and fundamental rights.

Civil dialogue

The Commission shall set up a civil dialogue group to ensure 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 the implementation of the programme's priorities, the dissemination of results and policy developments in the fields and objectives of the programme.