Basic information

2018/0902R(NLE) NLE - Non-legislative enactments	Procedure completed
Existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded Accompanying procedure 2018/0902(NLE) **Subject** 8.30.10 Principles common to the Member States, EU values **Geographical area** Hungary	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
LIBE Civil Liberties, Justice and Home Affairs	STRIK Tineke (Greens/EFA)	22/09/2025
	Shadow rapporteur WAWRYKIEWICZ Michał (EPP) ŚMISZEK Krzysztof (S&D) LÁSZLÓ András (PfE) TEODORESCU Georgiana (ECR) WILMÈS Sophie (Renew) ARVANITIS Konstantinos (The Left) UHRÍK Milan (ESN)	

Former committee responsible	Former rapporteur	Appointed
LIBE Civil Liberties, Justice and Home Affairs	DELBOS-CORFIELD Gwendoline (Greens/EFA)	09/11/2021

Committee for opinion	Rapporteur for opinion	Appointed
AFCO Constitutional Affairs	The committee decided not to give an opinion.	

Former committee for opinion	Former rapporteur for opinion	Appointed
AFCO Constitutional Affairs	CIMOSZEWICZ Włodzimierz (S&D)	10/02/2022

Council of the European Union	

European Commission	Commission DG	Commissioner
	Justice and Consumers	REYNDERS Didier

Key events

Date	Event	Reference	Summary
16/12/2021	Committee referral announced in Parliament		
13/07/2022	Vote in committee		
25/07/2022	Committee report tabled for plenary	A9-0217/2022	Summary
14/09/2022	Debate in Parliament		
15/09/2022	Decision by Parliament	T9-0324/2022	Summary
15/09/2022	Results of vote in Parliament		
11/09/2025	Committee referral announced in Parliament		
05/11/2025	Vote in committee		
13/11/2025	Committee report tabled for plenary	A10-0231/2025	
24/11/2025	Debate in Parliament		
25/11/2025	Decision by Parliament	T10-0283/2025	Summary
25/11/2025	Results of vote in Parliament		

Technical information

Procedure reference	2018/0902R(NLE)
Procedure type	NLE - Non-legislative enactments
Procedure subtype	Interim report under consent procedure
Amendments and repeals	Accompanying procedure 2018/0902(NLE)
Legal basis	Rules of Procedure EP 107-p5
Stage reached in procedure	Procedure completed
Committee dossier	LIBE/10/03806 LIBE/9/07938

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee draft report		PE731.646	27/04/2022	
Committee opinion	AFCO	PE729.937	19/05/2022	
Amendments tabled in committee		PE732.600	02/06/2022	
Committee report tabled for plenary, single reading		A9-0217/2022	25/07/2022	Summary
Text adopted by Parliament, single reading		T9-0324/2022	15/09/2022	Summary
Committee draft report		PE777.005	15/09/2025	
Amendments tabled in committee		PE778.253	08/10/2025	
Committee report tabled for plenary, single reading		A10-0231/2025	13/11/2025	
Text adopted by Parliament, single reading		T10-0283/2025	25/11/2025	Summary

European Commission

Document type	Reference	Date	Summary
Commission response to text adopted in plenary	SP(2022)624	16/12/2022	
Commission response to text adopted in plenary	SP(2026)08-24	24/08/2026	

Additional information

Source	Document	Date
European Commission	EUR-Lex	

Meetings with interest representatives published in line with the Rules of Procedure

Rapporteurs, Shadow Rapporteurs and Committee Chairs

Transparency

Name	Role	Committee	Date	Interest representatives
DELBOS-CORFIELD Gwendoline	Rapporteur	LIBE	23/06/2022	Human Rights Watch Magyar Helsinki Bizottság Mérték Médiaelemző Műhely Közhasznú Nonprofit Kft International Commission of Jurists (ICJ) International Federation for Human Rights (FIDH) International Press Institute (IPI) Reporters sans frontières (RSF) Open Society Foundation Amnesty International European Association Transparency International
				Human Rights Watch Magyar Helsinki Bizottság Mérték Médiaelemző Műhely Közhasznú Nonprofit Kft

DELBOS-CORFIELD Gwendoline	Rapporteur	LIBE	16/05/2022	International Commission of Jurists (ICJ) International Federation for Human Rights (FIDH) International Press Institute (IPI) Reporters sans frontières (RSF) Open Society Foundation Amnesty International European Association Transparency International
DELBOS-CORFIELD Gwendoline	Rapporteur	LIBE	01/04/2022	Political Capital
DELBOS-CORFIELD Gwendoline	Rapporteur	LIBE	01/04/2022	Magyar Helsinki Bizottság Mérték Médiaelemző Műhely Közhasznú Nonprofit Kft Amnesty International Hungary Transparency International Hungary K-Monitor
DELBOS-CORFIELD Gwendoline	Rapporteur	LIBE	01/04/2022	Háttér Társaság Budapest Pride Hungarian LGBT Alliance
DELBOS-CORFIELD Gwendoline	Rapporteur	LIBE	24/03/2022	International Commission of Jurists International Federation for Human Rights International Press Institute Magyar Helsinki Bizottság Mérték Médiaelemző Műhely Közhasznú Nonprofit Kft Reporters sans frontières Open Society Foundation Human Rights Watch Amnesty International European Association Transparency International

Existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded

2018/0902R(NLE) - 25/07/2022 - Committee report tabled for plenary, single reading

The Committee on Civil Liberties, Justice and Home Affairs adopted the interim report by Gwendoline DELBOS CORFIELD (Greens/EFA, FR) on the proposal for a Council decision determining, pursuant to Article 7(1) of the Treaty on European Union, the existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded

The European Union (EU) is equipped with a set of tools to defend the common values enshrined in the Article 2 of the Treaty of the European Union (TEU) of human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. Among these tools, Article 7 TEU empowers the Council of the EU to determine that there is a clear risk of a serious breach by a Member States of the values referred in Article 2 TEU, based on a reasoned proposal by one third of the Member States, by the European Parliament or by the European Commission.

Clear risk of a serious breach of EU values

The European Parliament identified **12 areas** where it determines the existence of a clear risk of a serious breach by Hungary of the values referred in Article 2 TEU:

(1) the functioning of the constitutional and electoral system;

(2) the independence of the judiciary and of other institutions and the rights of judges;

(3) corruption and conflicts of interest;

(4) privacy and data protection;

(5) freedom of expression;

(6) academic freedom;

(7) freedom of religion;

(8) freedom of association;

(9) the right to equal treatment;

(10) the rights of persons belonging to minorities, including Roma and Jews, and protection against hateful statements against such minorities;

(11) the fundamental rights of migrants, asylum seekers and refugees;

(12) economic and social rights.

Since the adoption of the report 2017/2132(INL), the European Commission, international organisations such as the United Nations, Council of Europe and the Organization for Security and Cooperation in Europe (OSCE), as well as academics and civil society organisations, have shed light on worrying developments in these 12 areas.

The European Parliament has also reiterated its concerns regarding the rapid deterioration of the rule of law, democracy and fundamental rights in Hungary on several occasions, for instance in its 10 June 2021 resolution on the Rule of Law situation in the European Union and the application of the Conditionality Regulation (EU, Euratom) 2020/2092, and later in its resolution of 6 July 2021 on breaches of EU law and of the rights of LGBTIQ citizens in Hungary as a result of the legal changes adopted by the Hungarian Parliament.

The committee considers that the facts and trends highlighted across the report represent a **systemic threat to the values of Article 2 TEU** and constitute a clear risk of a serious breach thereof. It condemned the deliberate and systemic efforts of the Hungarian government to undermine these founding values. It expressed deep concern about the systematic and deliberate attempts of the Hungarian government to undermine the founding values of the Union enshrined in Article 2 TEU, stressing that these trends have worsened considerably since the procedure under Article 7(1) TEU was triggered.

Lack of EU action

Members consider that the Hungarian government is responsible for bringing Hungary back into line with EU law and the values enshrined in Article 2 of the EU Treaty, and regret that the lack of decisive action by the Union has contributed to the breakdown of democracy, the rule of law and fundamental rights in Hungary, turning the country into a hybrid regime of electoral autocracy.

Furthermore, Members deplored the **inability of the Council to make meaningful progress** in the ongoing Article 7(1) TEU procedure. They also emphasised that there is no need for unanimity in the Council either to identify a clear risk of a serious breach of Union values under Article 7(1), or to address concrete recommendations to the Member States in question and provide deadlines for the implementation of those recommendations. In this regard, the report stated that any further delay to such action would amount to a **breach of the rule of law principle by the Council itself**.

Use all available tools and avoid misuse of EU funds

Members called on the Commission to:

- take immediate action under the regulation as regards other breaches of the rule of law, particularly those relating to the independence of the judiciary;

- refrain from approving **Hungary's plan** until it has fully complied with all European Semester country-specific recommendations in the field of the rule of law and until it has implemented all of the relevant judgments of the Court of Justice of the EU and the European Court of Human Rights (ECtHR);

- exclude any risks of **programmes under cohesion policy** contributing to the misuse of EU funds or to breaches of the rule of law;

- apply the Common Provisions Regulation and the Financial Regulation more stringently to tackle any misuse of EU funds for political motives.

This report provides the Council with a clear basis to pursue the Article 7(1) TEU procedure, enter in a dialogue through regular and thorough hearings, and consider addressing recommendations to Hungary.

Existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded

2018/0902R(NLE) - 15/09/2022 - Text adopted by Parliament, single reading

The European Parliament adopted by 433 votes to 123, with 28 abstentions, a resolution on the proposal for a Council decision determining, pursuant to Article 7(1) of the Treaty on European Union, the existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded.

Clear risk of a serious breach of EU values

Parliament has already expressed its concerns about the rapid deterioration of the rule of law, democracy and fundamental rights in Hungary in its resolutions on several occasions. It considered that, taken together, the facts and trends referred to in Parliament's resolutions represent a **systemic threat to the values of Article 2 of the EU Treaty** and constitute a clear risk of a serious violation of these values.

The main areas of concern in Hungary are as follows:

(1) the functioning of the constitutional and electoral system;

(2) the independence of the judiciary and of other institutions and the rights of judges;

(3) corruption and conflicts of interest;

(4) privacy and data protection;

(5) freedom of expression;

(6) academic freedom;

(7) freedom of religion;

(8) freedom of association;

(9) the right to equal treatment;

(10) the rights of persons belonging to minorities, including Roma and Jews, and protection against hateful statements against such minorities;

(11) the fundamental rights of migrants, asylum seekers and refugees;

(12) economic and social rights.

Parliament condemned the **deliberate and systemic efforts of the Hungarian government to undermine** these founding values. It expressed deep concern about the systematic and deliberate attempts of the Hungarian government to undermine the founding values of the Union enshrined in Article 2 TEU, stressing that these trends have worsened considerably since the procedure under Article 7(1) TEU was triggered.

Lack of EU action

Stressing that the Hungarian government is responsible for bringing Hungary back into line with EU law and the values enshrined in Article 2 of the EU Treaty, Parliament regretted that the lack of decisive action by the Union has contributed to the breakdown of democracy, the rule of law and fundamental rights in Hungary, turning the country into a **hybrid regime of electoral autocracy**.

Furthermore, Members deplored the inability of the Council to make **meaningful progress** in the ongoing Article 7(1) TEU procedure. They also emphasised that there is no need for unanimity in the Council either to identify a clear risk of a serious breach of Union values under Article 7(1), or to address concrete recommendations to the Member States in question and provide deadlines for the implementation of those recommendations. Parliament reiterated its call on the **Council to act** in this direction, stressing that any further delay in doing so would be a violation of the rule of law by the Council itself.

Using all available tools

The Commission is called upon to make full use of the tools available to address the clear risk of a serious breach by Hungary of the values on which the Union is founded, in particular expedited infringement procedures, applications for interim measures before the Court of Justice and actions regarding non-implementation of the Court's judgments. Members recalled the importance of the **Rule of Law Conditionality Regulation** and welcomed the decision to trigger it in the case of Hungary, albeit after a long delay and with a limited scope. They called on the Commission to take immediate action under this regulation with regard to violations of the rule of law, in particular with regard to the independence of the judiciary.

Avoiding the misuse of EU funds

At a time when European values are particularly threatened by Russia's war on Ukraine and its hostile actions towards the EU, Parliament called on the Commission to:

- refrain from approving **Hungary's plan** until it has fully complied with all European Semester country-specific recommendations in the field of the rule of law and until it has implemented all of the relevant judgments of the Court of Justice of the EU and the European Court of Human Rights (ECtHR);

- exclude any risks of **programmes under cohesion policy** contributing to the misuse of EU funds or to breaches of the rule of law;

- apply the **Common Provisions Regulation and the Financial Regulation** more stringently to tackle any misuse of EU funds for political motives.

Existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded

2018/0902R(NLE) - 25/11/2025 - Text adopted by Parliament, single reading

The European Parliament adopted by 415 votes to 193, with 28 abstentions, a resolution on the proposal for a Council decision determining, pursuant to Article 7(1) of the Treaty on European Union, the existence of a clear risk of a serious breach by Hungary of the values on which the Union is founded.

Persistent decline of EU values and the rule of law

Parliament is outraged by the **systematic and deliberate attempts** by the Hungarian government to undermine the founding values of the Union enshrined in Article 2 of the EU Treaty, considering that the facts and trends referred to in its resolutions represent a systemic threat to all of these values. It stressed that these trends have worsened considerably since the triggering of the procedure provided for in Article 7(1) of the Treaty and deplores the fact that **the lack of decisive action** by the Commission and the Council has contributed to the erosion of democracy, the rule of law, and fundamental rights in Hungary, turning the country into a hybrid regime of electoral autocracy.

Members believe that any further delay to the Council's action would constitute a violation of the rule of law by the Council itself. They called on the Commission and the Member States to **initiate the procedure provided for in Article 7(2) of the EU Treaty** and asked the European Council to determine whether Hungary has committed serious and persistent breaches of the Union's values.

Members called on the Council and the Commission to pay closer attention to combating the systematic and deliberate dismantling of the rule of law and condemned any attempt to undermine the principle of the **primacy of EU law**, in particular the disregard or undermining of the case law of the Court of Justice of the European Union (CJEU). Hungary has a legal obligation to comply with all judgments of the CJEU and the European Court of Human Rights without exception, and failure to do so constitutes a serious breach of the rule of law.

Parliament once again called on the Commission to make full use of the instruments to address the clear risk of a serious breach by Hungary of the values on which the Union is founded, including infringement procedures based on Article 2 of the EU Treaty, accelerated infringement procedures, applications for interim measures before the CJEU and actions for non-implementation of CJEU judgments.

Electoral integrity

Recalling that the functioning of the Union is based on representative democracy, Parliament called on the Commission and the Member States to ensure that the 2026 elections in Hungary are **free and fair** and to pay particular attention to the link between corruption and electoral integrity, including practices by which economic dependence or clientelist networks distort free choice.

Members expressed their concern about the increasing use of **unlabelled, AI-generated political content** in Hungary in the lead-up to the 2026 elections, including the deliberate posting of deepfake videos on social media platforms closely linked to the Prime Minister's political party and campaign, and their coordinated amplification to maximise their reach and impact on the public. They stressed that the deliberate use of AI-generated content is intended to mislead voters, discredit political opponents, and undermine the integrity of the electoral process.

Conditionality

Recalling the importance of the rule of law conditionality regulation, Members called on the Commission to propose, in view of the further deterioration of the situation, **additional proportionate measures** affecting some or even all of the budgetary commitments and payments to Hungary, calibrated on the nature, gravity and persistence of the breaches found, while ensuring safeguards to ensure that the **final beneficiaries** of European funds, in particular civil society, are not deprived of financial support.

The resolution stressed that the measures required for the **release of EU funding**, as defined by the relevant decisions taken under the Common Provisions Regulation, the RRF Regulation and the Rule of Law Conditionality Regulation, must be assessed in a coherent manner as an integral package and that **no payments should be made** while deficiencies persist in one or more areas.

Right of veto

Members condemn **the transactional use of the Union's budgetary instruments,** which undermines the coherence of the EU’s legal order, weakens the credibility of the procedure laid down in Article 7 of the EU Treaty, and rewards a Member State that continues to engage in systemic violations of the Union's values. They also condemned Hungary's use of its veto in the Council on strategically important and sensitive security decisions, such as vital aid to Ukraine and sanctions against Russia, and regrated that the veto has been used as leverage to extract concessions on the rule of law.

Espionage

Parliament took note of the Commission’s investigation of the allegations of espionage by the Hungarian Government within the EU institutions. It expects the Commission to report on the outcome of this investigation as soon as possible, stressing that the investigation should address the role of current Commissioner Várhelyi, former head of the Permanent Representation of Hungary, and should lead to tangible consequences for those involved.

The resolution also highlighted concerns about the systematic weakening of the National Judicial Council, its failure to defend the economic and social rights of Hungarian citizens (particularly in the areas of public health, public transport, education, housing and energy), its threats to academic freedom, its politically motivated business practices, the allocation of public advertising to pro-government media and its de facto constitutional ban on Pride marches.