

# Targeted European Commission consultation of Member States on the EU Charter of Fundamental Rights for the 2025 Charter report

Summary of survey results

**EUROPEAN COMMISSION**

Directorate-General for Justice and Consumers  
Directorate C — Rule of law, fundamental rights and democracy  
Unit C.2 — Fundamental rights policy and free movement

*E-mail: [JUST-C2-CHARTE@ec.europa.eu](mailto:JUST-C2-CHARTE@ec.europa.eu)*

*European Commission  
B-1049 Brussels*

# **Targeted European Commission consultation of Member States on the EU Charter of Fundamental Rights for the 2025 Charter report**

Summary of survey results

Manuscript completed in May 2026

First edition

This document has been prepared for the European Commission however it reflects the views only of the authors, and the European Commission is not liable for any consequence stemming from the reuse of this publication.

© European Union, 2026



The reuse policy of European Commission documents is implemented by Commission Decision 2011/833/EU of 12 December 2011 on the reuse of Commission documents (OJ L 330, 14.12.2011, p. 39). Unless otherwise noted, the reuse of this document is authorised under a Creative Commons Attribution 4.0 International (CC BY 4.0) licence (<https://creativecommons.org/licenses/by/4.0/>). This means that reuse is allowed provided appropriate credit is given and any changes are indicated.

## Executive summary

The Member State respondents of this targeted consultation survey indicate that the roles and tasks of the Charter Focal Points (CFPs) differ between Member States when it comes to the implementation of the measures the Charter strategy. Some Member States wish for a clearer definition of the CFPs' tasks. Member States also recognise the need to further improve dedicated training and capacity building efforts on the Charter, both for the Member States as well as the Commission. Encouragingly, 87% of the responding Member States have engaged in measures improving the Charter proficiency of judicial practitioners.

## Key takeaways and learning points

- Similarly to the CFP consultation, this consultation indicates that CFPs carry out varying tasks in the Member States. While a vast majority (79%) was tasked with sharing of information and best practice on the Charter, 53% were tasked with providing or coordinating the provision of training on the Charter and 47% with providing assistance to national authorities in assessing the impacts of legislative proposals on fundamental rights in the field of application of EU law.
- A broad majority (89%) of respondents said their Member State had taken measures to improve the proficiency of justice practitioners on the Charter. However, respondents also indicated that the Commission as well as the Member States could provide further dedicated training opportunities for the judiciary.
- A broad majority (79%) said their Member State used impact assessments and legislative scrutiny procedures to ensure Charter compliance in EU law implementation. Still, only 37% said that guidance had been issued to national authorities to assess impacts on Charter rights when transposing or implementing EU law. About half (53%) reported dedicated training having been made available to national and local or regional authorities in this regard.
- Regarding the application of the horizontal enabling condition on the Charter in the Common Provisions Regulation (Charter HEC), 84% of the responding Member States report having included fundamental rights bodies in the monitoring committees. Among the challenges reported in this regard, a lack of training and expertise for the staff involved, sufficient monitoring and compliance systems and resource constraints were the most prominent.
- When asked about the most prominent challenges, respondents pointed to resource constraints, a lack of awareness and training of stakeholders, as well as a lack of clarity on the CFPs role; some Member States reported no significant challenges.

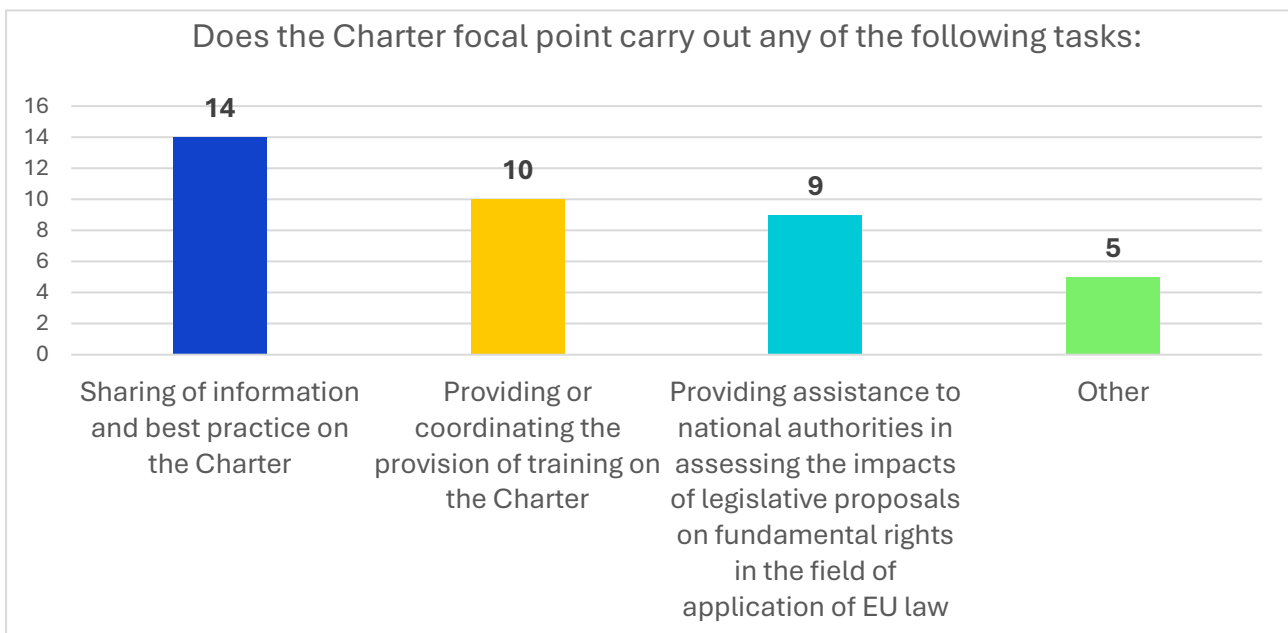
- The responding Member States wished for increased training and capacity building, clear guidelines, best practice exchanges and cooperation, as well as ensuring adherence to the rule of law as measures the European Commission could take to further support the Charter’s application. Wishes for further action that could be taken in the Members States are similar but also include improved monitoring frameworks and better resource allocation.

## Summary of the responses provided

Respondents include Austria (AT), Belgium (BE), Bulgaria (BG), Cyprus (CY), Germany (DE), Denmark (DK), Spain (ES), Finland (FI), Hungary (HU), Ireland (IE), Italy (IT), Luxembourg (LU), the Netherlands (NL), Poland (PL), Portugal (PT), Romania (RO), Sweden (SE), Slovenia (SI), and Slovakia (SK).

### **Activities of the Charter focal points**

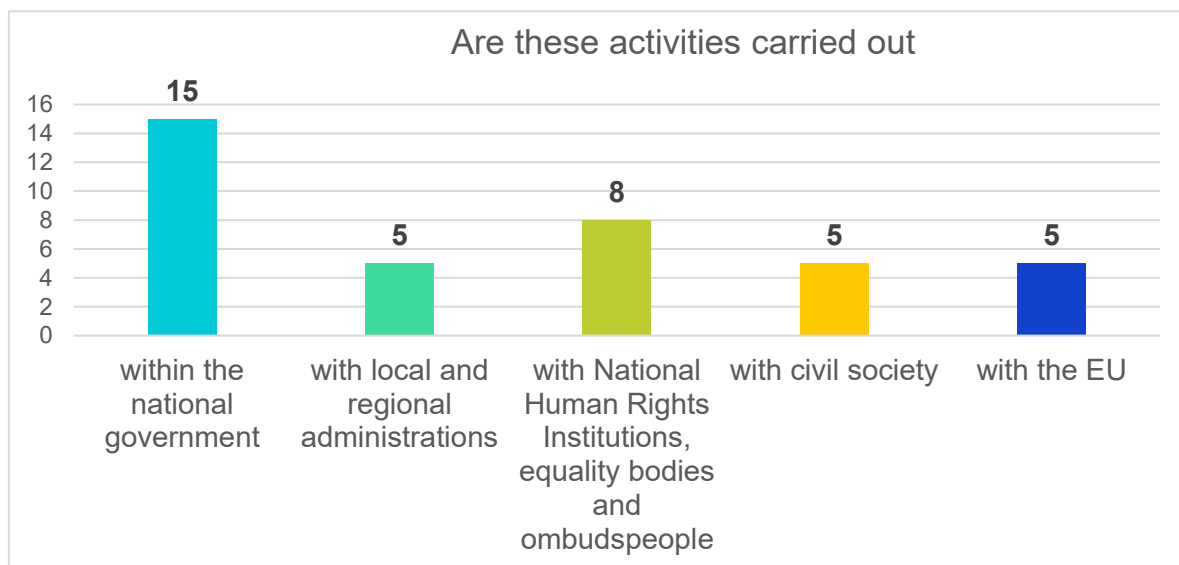
The overwhelming majority of the responding Member States have nominated a Charter focal point (94%). Only Slovenia has reported not having done so.



The principal activity of the CPFs was to share information and best practices on the Charter (79%). The CFPs also relay information between various actors (DE, IE) and establish informal networks to coordinate human rights-related activities (LU). Other activities related to the monitoring and application of the Charter, as well as the monitoring of the implementation of international human rights law at the national level (LU) and in judicial practice (SI). CFPs also review CJEU

preliminary ruling requests (FI). Finally, focal points are involved in the organisation of awareness and training events related to the Charter (CY, FI).

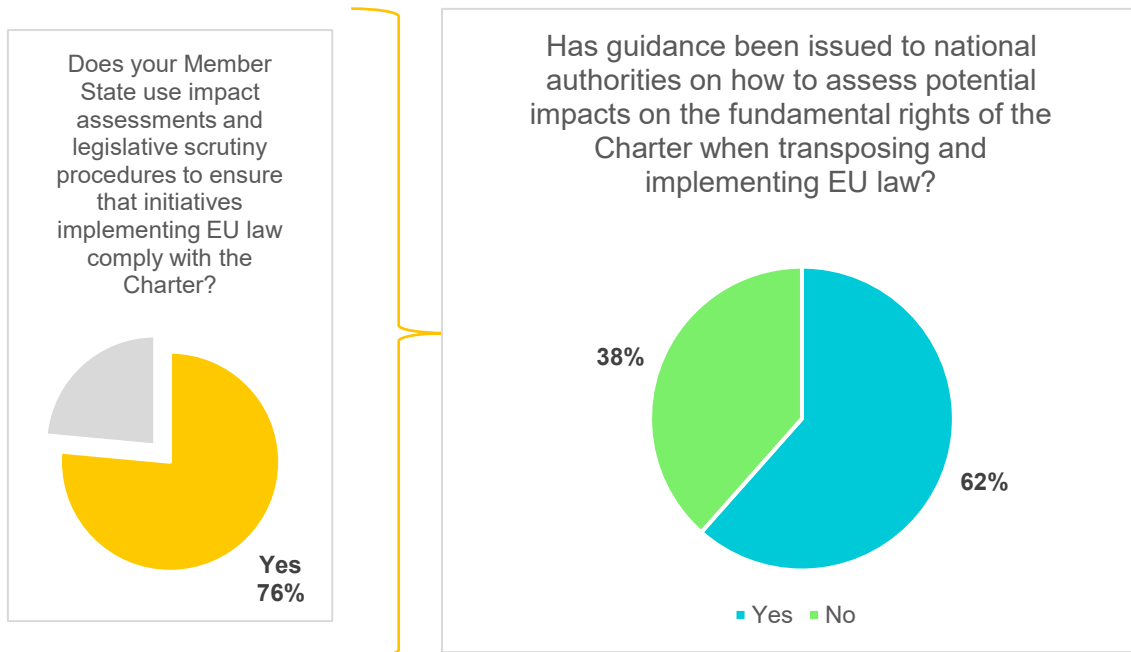
The majority of the activities of the CFPs take place within the national government but can also take place in collaboration with other actors. CFPs facilitate communication with EU institutions, as well as national, local and regional administration and authorities (SE, IE, NL).



Some challenges have been encountered in setting up the activities of the CFPs. Several respondents cited limited human and financial resources as a significant challenge (IT, PT, ES, LU). A general issue is also the lack of awareness around the Charter. Member States have also raised the lack of clarity regarding the role of the CFPs (FI, BE), which leads to complications when identifying the most appropriate governmental department responsible (CY) or institution to be nominated for the tasks (BG).

### ***Ensuring Charter compliance through impact assessments***

76% of the Member State respondents report using impact assessments and legislative scrutiny procedures to ensure that initiatives implementing EU law comply with the Charter. Most respondents conducted impact assessments and legal scrutiny to ensure that legislative proposals comply with fundamental rights and EU law (CY, PL, SE, AU, FI, ES, DE, FR, BG, IE). Some Member States have advisory bodies assisting in such a legislative review (NL) or organise public stakeholder consultations where experts and citizens can comment on initiatives (AT). Parliamentary bodies also play key roles in overseeing and reviewing legislative proposals for compliance with constitutional and EU law obligations, including as regards compliance with the fundamental rights of the Charter (DE, FI, ES, IE).



Of the respondents that use impact assessment and legislative scrutiny, 62% report that guidance has been issued to national authorities on how to assess potential impacts on the fundamental rights of the Charter when transposing and implementing EU law. Some respondents also carry out assessment by specific governmental bodies or committees, or compliance checks with constitutional and EU law, which often include an analysis of fundamental rights and legal consistency with the Charter (PL, SE, NL, FI, ES, DE).

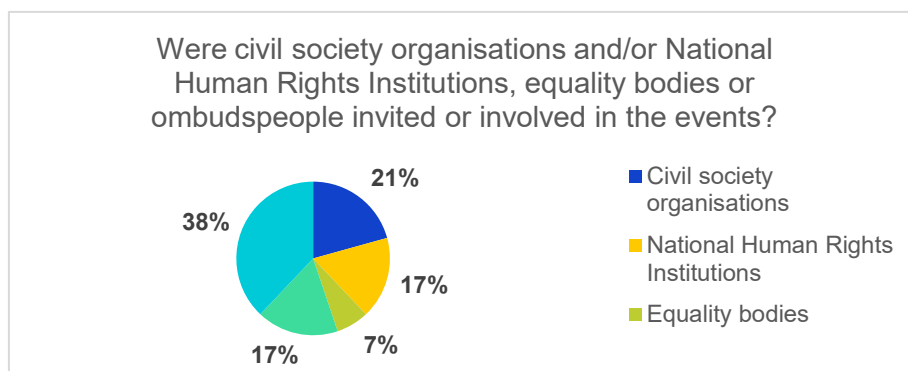
Of these respondents, moreover, 77% declared that dedicated training on fundamental rights has been made available to national and local or regional authorities on this topic to support national authorities in carrying out impact assessments and legislative scrutiny procedures. For instance, in Poland, these trainings are aimed at increasing the awareness and competence of institutions with regards to the protection of fundamental rights and the Charter. In Finland, such trainings are part of the training provided for law drafters from various ministries.

### ***Member States' activities on the Charter***

59% of the responding Member States have shared best practices on the use and awareness of the Charter on the European Justice Portal.

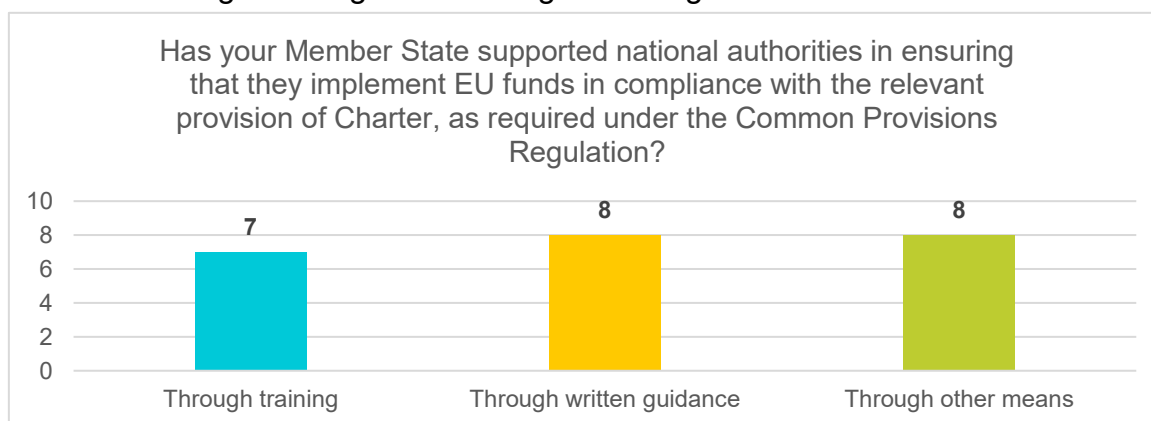
35% of the responding Member States organised national exchanges to follow up on the Commission's Annual reports on the application of the Charter. Some Member States specified that they organised conferences, seminars and other fora, where the findings of the annual Charter report had been discussed (PL, PT,

ES, BG). Spain also disseminates the annual reports through institutional channels and to civil society in order to promote awareness and discussion on the Charter. As demonstrated in the pie chart below, these events invited or involved mainly civil society organisations, national human rights institutions and ombudspople.



### ***Application of the horizontal enabling condition on the Charter***

Member States report they have supported national authorities in ensuring that they implement EU funds in compliance with the relevant provision of the Charter, as required under the Common Provision Regulation. 7 of respondents have done so through training and 8 through written guidance.



8 respondents have done so through “other means”, for example, through the Monitoring Committees that were established by Member States in accordance with the Common Provisions Regulation (PT, FR). The Netherlands are in regular contact with the Dutch NHRI and have discussed EU funds in national working group meetings on the subject. In Slovakia, compliance is regulated through national legislation. In Austria, workshops are organised in the framework of the ECHOFunds project.

The majority of responding Member States have included fundamental rights bodies in their monitoring committee (76%).

Challenges have been encountered in the implementation of the enabling condition on the Charter in the responding Member States. The three most reported ones concerned training, monitoring and compliance systems and resource constraints.

Although some respondents reported that there were not facing any particular problems (IT, SK, AT, ES), many Member States highlighted the need for dedicated training and increased expertise for staff involved in implementing and managing EU funds to ensure compliance with the Charter (CY, SE, PT, FI, RO, BG). More specifically, the lack of practical information and guidance on how to incorporate the enabling conditions were mentioned by several respondents. In addition to this, some Member States noted challenges in monitoring and ensuring ongoing compliance with the Charter throughout the entire implementation process of EU-funded projects. This includes the lack of monitoring systems and clear guidelines for verifying compliance (PL, SE, DE, NL, FR, BG, IE). Finally, a recurring challenge is the limited human and financial resources available to ensure the effective implementation of the Charter and promote awareness of its provisions (LU).

In light of these challenges, the different Member States responded that measures could be taken by the European Commission to ensure the application of the Charter in EU funding in the future. Echoing previous answers, the need for training modules and capacity building and guidance tools for those managing EU funds is frequently mentioned (CY, PL, AT, PT, ES, BG), as well as the necessity for clearer guidelines and practical information on the application of the Charter and EU funds (NL, FI, RO, BG). Encouraging cooperation between Member States and facilitating the exchange of best practices were highlighted as important measures as well (CY, PL). Finally, some Member States also recommended to ensure adherence to the rule of law and the Charter through ex ante conditionality before disbursing funds (SE, DE).

### ***Supportive and safe environment for civil society organisations and human rights defenders***

All respondents reported to have taken some measures in order to foster a supportive and safe environment for civil society organisations and human rights defenders. These related to the establishment and support for Human Rights institutions (CY, SI, IE) and to the introduction of legislation and legal framework (NL, SI, FR, LU, SE, PT, BG, ES). Other measures introduced concerned financial support, such as grants and funding programs (NL, SK, PL, FI, PT). National and local strategy initiatives are also taken to create supportive environments and enable human rights defender's work or to enhance government and civil society collaboration (ES, IE, FR, DE, RO, BG). Moreover, civil society engagement appears to be a crucial matter for multiple Member

States, with protective measures for public and civic engagement taken and volunteering and civic programs created (SK, FR, ES, DE, SE).

Concerning the establishment of NHRI complying with the UN Paris Principles, Member States were asked about the steps they have taken to reach this goal. Romanian NHRIs applied for accreditation, but its status remains pending.

The Member States that did establish an independent NHRI were surveyed on the measures they have taken to ensure that the NHRI has the tools and means to comply with the Paris principles and, where relevant, to raise its accreditation level. To this end, many Member States emphasized legal frameworks and constitutional provisions to guarantee the independent and autonomy of their NHRIs. These included notably protected terms of office, independent funding and the inability for executive authorities to intervene in their operations (CY, PL, SE, NL, AT, ES, BG, LU, FR). Member States have also taken various legal and structural measures to enhance the capacity and functionality of their NHRIs, such as amending laws to formalize selection processes, establishing advisory committees, and ensuring broad mandates (CY, PL, SI, FI, BG, FR). Several NHRIs have achieved or maintained A-status accreditation, indicating full compliance with the Paris Principles. This involves regular reviews, adherence to recommendations and maintaining high standards of independence and effectiveness (CY, PL, SE, NL, FI, ES, DE, FR, IE).

Measures were also taken by Member States to further strengthen the cooperation between public authorities and the NHRIs. Frequent meetings and consultations, both at the national and international levels, are a key component of cooperation. These meetings often include representatives from various government ministries, civil society organisations, and international bodies, facilitating dialogue and joint action on human rights (NL, SE, FI, LU, BG, PL). NHRIs are also actively involved in training and educating public authorities on human rights. This includes providing educational materials and conducting seminars for law enforcement or civil servants to enhance their understanding and application of human rights laws (CY, PL, IE). More generally, many Member States have established formal frameworks or networks to facilitate cooperation between public authorities and NHRIs. These structures ensure regular communication, information exchange and oversight of human rights issues (SE, NL, AT, FI, LU, ES, IE). Legal framework may also regulate these exchanges (SK, PT, FR, IE).

### ***Judiciary and justice practitioners***

89% of the responding Member States have stated to have taken measures to improve the proficiency of the judiciary and other justice practitioners on the Charter. One of these measures is the provision of dedicated training and

educational programs for judges, prosecutors, and other legal professionals. These programs often focus on the interpretation and application of the EU Charter, the case law of the European Court of Human Rights and the Court of Justice of the EU, and broader human rights regulations (PL, CY, SE, PT, ES, RO, BG). Many Member States have also established or relied on existing judicial training institutions to offer independent, practice-oriented training sessions and courses. These institutions ensure that judicial staff are well-versed in EU law, including the Charter (SE, NL, IT, SK, AU, FI, BG, SI). Several Member States also participate in collaborative projects and partnerships with international organizations, civil society, and other stakeholders to enhance training and practical application of the Charter. These efforts include seminars, symposiums, and cooperative training initiatives (PL, NL, LU).

Furthermore, the respondent Member States considered that different measures could be taken by the European Commission to assist them in effectively implementing and applying the Charter. The respondents emphasized the importance of developing and expanding training programs and educational materials. This could involve creating online training modules, practical examples and pedagogically sound materials tailored for various target groups, including judges, prosecutors and other legal practitioners (CY, NL, IT, ES, RO, BG). Suggestions of measures included organizing events, seminars, and workshops to strengthen institutional cooperation and build capacity among public authorities, CSOs, and justice practitioners (CY, ES, RO). Another type of measure that could be taken by the European Commission concerned raising awareness and the promotion of the Charter. Indeed, increasing the visibility of the Charter through awareness campaigns, educational materials and support for civil society organisation is frequently suggested. This includes promoting the Charter's role in policymaking and its direct impact on legal contexts (CY, PL, FI, ES). Facilitating the exchange of best practices between Member States, compiling resources and guidance for national administrations, and providing financial support for awareness-raising and capacity-building activities are also valued measures suggested by Member States (PL, SE, PT). The provision of financial support for these activities was also suggested (CY, PL).

The respondent Member States also reflected on their role and on the measures that they could take themselves. The measures they suggested were similar to the ones they suggested from the Commission, focusing on awareness raising and education, training and capacity building, coordination and monitoring, collaboration and sharing of best practices, and finally support for civil society organisations.

## Getting in touch with the EU

### In person

All over the European Union there are hundreds of Europe Direct centres. You can find the address of the centre nearest you online ([european-union.europa.eu/contact-eu/meet-us\\_en](https://european-union.europa.eu/contact-eu/meet-us_en)).

### On the phone or in writing

Europe Direct is a service that answers your questions about the European Union. You can contact this service:

- by freephone: 00 800 6 7 8 9 10 11 (certain operators may charge for these calls),
- at the following standard number: +32 22999696,
- via the following form: [european-union.europa.eu/contact-eu/write-us\\_en](https://european-union.europa.eu/contact-eu/write-us_en).

## Finding information about the EU

### Online

Information about the European Union in all the official languages of the EU is available on the Europa website ([european-union.europa.eu](https://european-union.europa.eu)).

### EU publications

You can view or order EU publications at [op.europa.eu/en/publications](https://op.europa.eu/en/publications). Multiple copies of free publications can be obtained by contacting Europe Direct or your local documentation centre ([european-union.europa.eu/contact-eu/meet-us\\_en](https://european-union.europa.eu/contact-eu/meet-us_en)).

### EU law and related documents

For access to legal information from the EU, including all EU law since 1951 in all the official language versions, go to EUR-Lex ([eur-lex.europa.eu](https://eur-lex.europa.eu)).

### EU open data

The portal [data.europa.eu](https://data.europa.eu) provides access to open datasets from the EU institutions, bodies and agencies. These can be downloaded and reused for free, for both commercial and non-commercial purposes. The portal also provides access to a wealth of datasets from European countries.

