

HEADING 3: Security and citizenship

Justice Programme

Lead DG: JUST

Associated DGs: HOME

I. Overview

What the programme is about?

This programme shall contribute to the further development of a European area of justice based on mutual recognition and mutual trust. It promotes:

- judicial cooperation in civil matters, for instance on insolvency and in the field of family law
- judicial cooperation in criminal matters
- judicial training, including language training on legal terminology, with a view to fostering a common legal and judicial culture
- effective access to justice in Europe, including rights of victims of crime and procedural rights in criminal proceedings
- initiatives in the field of drugs policy (judicial cooperation and crime prevention aspects).

EU added value of the programme

The Justice programme promotes judicial cooperation between Member States' authorities and contributes to the effective and coherent application and enforcement of EU law in the areas of civil law and criminal law, civil law and criminal procedural law, the rights of persons suspected or accused of crime and the rights of victims of crime.

The activities funded by the Programme result in better implementation of EU justice instruments (e.g. European Investigation Order, European Arrest warrant and surrender procedures, European Protection Order, European Account Preservation Order, family law) and faster proceedings through cooperation, dialogue, sharing of experience, exchange of information, training activities and harmonisation of practices. Some activities support the monitoring of the implementation of existing EU legislation, prepare or accompany new legislation or respond to policy changes in the areas covered by the programme.

Financial intervention at EU level is essential to ensure cross-border cooperation in judicial matters and develop a European area of justice. Judicial training contributes decisively to participants' awareness of belonging to common judicial area while sharing a common judicial culture.

Implementation mode

Directorate-General for Justice and Consumers (DG JUST) is the lead DG for the programme implementation. The programme is implemented through direct management (grants and procurement).

II. Programme Implementation Update

Implementation Status (2017-2019)

All calls for proposals and tenders procedures under the 2014-2019 work programmes ⁽¹⁾ are finalised. The implementation of related projects and contracts is ongoing. Calls for proposals under the 2020 work programme (adopted timely on 5 November 2019 ⁽²⁾) were published on 16 December 2019 and were opened on 15-21 January 2020.

Key achievements

Specific objective 1: Judicial cooperation in civil and criminal matters

The Justice Programme finances the European Judicial Network (EJN) in civil and commercial matters, which strengthens cooperation between national judicial authorities. By improving the practical application and implementation of EU civil justice instruments ⁽³⁾, EJN contributes to building bridges between the justice systems of the Member States and thereby creates mutual trust ⁽⁴⁾. In civil justice, the family law instruments, the insolvency regulation, the European Account Preservation Order, the European Small Claims procedure and mediation in civil and commercial matters have been promoted through programme funding

⁽¹⁾ C(2014) 2556 final, C(2015) 1997 final, C(2016) 1677 final, C(2017) 1544 final, C(2018) 8520 final and C(2018) 7926 final

⁽²⁾ C(2019) 7825 final

⁽³⁾ A [study](#) feeding into the 2016 Commission Report on the activities of EJN-civil, found that 96 % of professionals felt that EJN was successful in facilitating judicial cooperation between judicial authorities. Also, to-date EJN-civil has contributed to the European e-Justice Portal with 10 695 individual pages of practical information on national laws of the Member States relevant to the civil and commercial law acquis through 22 public factsheets, as well as with 16 guides on EU law. During the study, 70 % of interviewees indicated that the practitioners' guides correspond to their needs and 60 % perceived their needs are met with the factsheets.

⁽⁴⁾ Report from the Commission to the European Parliament, the Council and the European Economic and Social Committee on the Activities of the European Judicial Network in Civil and Commercial Matters <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1458206470776&uri=CELEX%3A52016DC0129>

since 2014. That has contributed to raising awareness among the legal practitioners and the general public so as to enable their correct application.

Furthermore, the funding has been used to support the application of many EU legal instruments in judicial cooperation in criminal matters, such as the European Arrest Warrant (EAW), which with over 10 000 cases per year is the most successful EU instrument in criminal matters. The Electronic Criminal Records Information System (ECRIS), a decentralised IT system operated by the central authorities of the EU Member States has registered an increase in the number of exchanges of information. In the period January-October 2019, the number of exchanges of information in ECRIS was 3 525 000 (3 700 000 expected by the end of 2019) and exceeded its 2020 target of 3 500 000.

Further to the Council Conclusions from 9 June 2016 on improving criminal justice in cyberspace, IT development activities are ongoing towards the establishment of a common e-Evidence Digital Exchange system, enabling secure electronic communication between the competent national authorities to obtain evidence in criminal matters. This system, is a first step to digitalise judicial cooperation procedures in criminal matters and uses e-Codex as a secure transmission channel, a system that was developed by several Member States through a grant from the Justice Programme. The e-Evidence Digital Exchange System will become operational in 2020 with additional improvements and developments planned in a 2021-2027 perspective.

Projects were funded via the Justice Programme to enhance the use of alternatives to imprisonment both in the pre-trial and post-trial stage and to improve detention conditions in the Member States. Funding has also focused on projects relating to the judicial responses to terrorism, notably on reinforcing the prevention of radicalisation, especially in prisons. Improving prison conditions has become a political priority also at EU level because they affect the efficient operation of EU mutual recognition instruments such as the European Arrest Warrant (EAW), and because of the danger of radicalisation in prisons. The Justice Programme has financed also the cooperation with the Council of Europe to set up a network of prison monitoring bodies and the SPACE report, an annual report on prison statistics, providing clear insights into the detention situations in the different Member States, which have a direct impact on judicial cooperation in criminal matters.

Specific objective 2: Judicial training

Record participation numbers were reached again, thanks to the financial support to networks and projects. More than 1 million legal practitioners were trained on EU law between 2011 and 2018 ⁽⁵⁾, including a record number of more than 190 000 in 2018 alone, partly with EU funds, thus surpassing the goal set by the 2011 European judicial training strategy two years ahead of the deadline. In 2018, more than 18 353 legal practitioners were trained through the Justice Programme's financial support to cross-border training activities and to the European Judicial Training Network (EJTN). The European Judicial Training Network trained a record number of 6 567 judges and prosecutors, judicial trainers and trainees from all EU Member States. The training activities have been organised in an increasingly efficient manner – its 'cost-to-serve' ratio (i.e., the price per person for one training day offered in Europe) decreased every year from 630 EUR in 2007 to 307 EUR in 2018 thanks to improvements in its administrative and financial management. In 2019, the Justice Programme funded the creation of an awareness raising package on the European Public Prosecutor's Office, for the information of the legal practitioners and for re-use by their training providers ⁽⁶⁾. The Justice Programme also funded the creation by the EJTN of judicial training material ⁽⁷⁾ and of a publication by practitioners and academics on the rule of law ⁽⁸⁾.

Specific objective 3: Access to justice

The Justice Programme has contributed to the effective and coherent application of EU criminal law in the area of the rights of victims of crime, e.g. Council Directive 2004/80/EC relating to compensation to crime victims, Directive 2011/99/EU in the European Protection Order, Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime, and Regulation (EU) 606/2013 on mutual recognition of protection measures in civil matters. Via the 2014-2019 annual work programmes, 13.2 million euro were awarded to 46 projects aiming at, for example, capacity-building for professionals, multi-disciplinary cooperation, exchanges of good practices, dissemination and awareness-raising. Almost all of these projects involve cross-border cooperation. DG Justice and Consumer has also signed Framework Partnership and awarded operating grants to umbrella organisations that contribute to the implementation of the Victims' Rights Directive at European level, e.g. Victim Support Europe, the European Forum for Restorative Justice and more recently the Association of the European Network on Victims' Rights which gathers national experts from Members States.

Similarly, the Justice Programme has supported the development and implementation of the measures related to the 2009 Roadmap on strengthening the procedural rights of suspects and accused persons in criminal proceedings (Directives on the right to interpretation and translation in criminal proceedings, on the right to information in criminal proceedings, on the right of access to a lawyer in criminal proceedings, on the strengthening of certain aspects of the presumption of innocence and of the right to be present at the trial in criminal proceedings, on procedural safeguards of children suspected or accused in criminal proceedings and on legal aid for suspects and accused persons in criminal proceedings). Via the 2014-2019 annual work programmes, 12.1 million

⁽⁵⁾ 2019 DG Justice Report on European judicial training: https://ec.europa.eu/info/sites/info/files/2019_judicial_training_report_final_web.pdf

⁽⁶⁾ https://ec.europa.eu/info/files/eppo-infographic-en_en; https://ec.europa.eu/info/eppo-factsheets_en; https://ec.europa.eu/info/eppo-brochures-0_en

⁽⁷⁾ 'Training Guide on the Rule of Law – for Judges and Prosecutors': <http://www.ejtn.eu/News/Rule-of-Law-in-Europe-Perspectives-from-Practitioners-and-Academics/>

⁽⁸⁾ 'Rule of Law in Europe – Perspectives from Practitioners and Academics': <http://www.ejtn.eu/News/Rule-of-Law-in-Europe-Perspectives-from-Practitioners-and-Academics/>

euro were awarded to 38 projects aiming at capacity-building for professionals, mutual learning, exchanges of good practices, data collection, dissemination and awareness-raising, etc. Almost all of these projects involve cross-border cooperation.

DG Justice and Consumer has also signed Framework Partnership Agreements and awarded operating grants to judicial networks active at European level, e.g. European Network of Councils for the Judiciary, the Network of the Presidents of the Supreme Judicial courts of the European Union, the Association of the Councils of State and Supreme Administrative Jurisdictions. These networks are essential to promote the EU policy on rule of law and on justice reforms and to collect data on structural judicial independence, which is a precondition for effective access to justice. The data collected by the networks have been used in every EU Justice Scoreboard – an annual information tool with comparable data on the independence, quality and efficiency of national justice systems – since 2014.

The Justice Programme has also financed the cooperation between the European Commission and the Council of Europe's European Commission for the Efficiency of Justice (CEPEJ). CEPEJ collects data on the functioning of the justice systems of its members according to its well-established and recognised methodology. This data has enabled the European Commission to successfully expand the EU Justice Scoreboard which is an information tool that helps the EU achieve more effective justice.

The Justice Programme finances the maintenance and extension of the European e-Justice Portal⁽⁹⁾, a joint initiative between the Commission and the Council of the EU, which provides a host of multilingual informational content, as well as a number of electronic services, such as interconnections of national registers. Over time, the e-Justice Portal has evolved to offer increased and wider content, also incorporating results and tools developed under other projects funded via the Justice Programme, to become a one-stop shop for citizens, businesses, legal professionals and the judiciary. Since 2016, the Portal has been enhanced with a large-scale search engine for European and national case law (the ECLI Search Engine) and now provides a search functionality allowing decentralised look-ups in Member States' business and commercial registers. In 2019, the number of hits by users – more than 4 million – showed close to a ten-fold increase compared to the 2012 baseline.

Specific objective 4: Drugs initiatives

Illicit drugs are a complex social and health problem that affects millions of people in the EU and globally. More drugs being available in Europe year-by-year, overdose deaths increasing, new marketplaces becoming available, and Europe has a growing role in synthetic drug production. The current EU Drugs Strategy, EU Action Plan on Drugs and corresponding EU financial instruments set out a balanced, integrated and evidence-based approach to drugs, which joins law enforcement and public health considerations.

The key focus within the drugs-related objective continues to be on expanding the knowledge base on the phenomenon of New Psychoactive Substances, and in particular on identification methods and protocols, enhancing cross-border cooperation within the EU in this area and exploring the area of epidemiology of use of New Psychoactive Substances. In addition, an emphasis was put on strengthening the capacity of civil society organisations to contribute to the implementation of the EU Drug Strategy and its current Action Plan.

Evaluation/studies conducted

The key findings of the interim evaluation of the implementation of the Justice Programme 2014-2020 which started in 2017 and was completed in 2018⁽¹⁰⁾ have been presented in the Programme Statement 2020. The ex-post evaluation of the programme assessing the long-term impact and the sustainability of the effects of the Programme will be completed in 2021.

The evaluation of the 2011-2020 European judicial training strategy was adopted in 2019⁽¹¹⁾. It shows that the strategy has contributed to increasing knowledge on EU law while reinforcing mutual trust between legal practitioners. Its main objective, that half of all EU legal practitioners should attend training on EU law between 2011 and 2020, was already reached in 2017. The evaluation shows that the strategy led to an almost doubling of EU funds available for training legal practitioners and significant improvements in the capacity of networks and training providers. In terms of stakeholders, EJTN is the main platform and promoter for the training and exchange of knowledge of the European judiciary. The success of the strategy is also due to streamlined efforts of the Network. The evaluation results confirm the need to better reach some categories of justice professionals (court staff, lawyers, bailiffs) and further focus on topics such as the rule of law, fundamental rights, judgecraft and legal terminology. The need for new objectives (for e.g. qualitative ones) was noted. The indispensable character of the EU intervention and its clear benefits were largely acknowledged; in particular the increase in cross-border training activities and judicial exchanges could not have been achieved without an EU intervention.

Concerning the *Drugs initiatives* objective, an evaluation of the EU Drugs Strategy was launched in 2018. The purpose of the evaluation is to give a state of play of the implementation of the EU Drugs Strategy and its Action Plan and analyse the functioning of the strategy, as well as to show the impact of the implemented actions against the 5 objectives of the Strategy:

⁽⁹⁾ <https://e-justice.europa.eu/home.do?plang=en&action=home>

⁽¹⁰⁾ Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the interim evaluation of the implementation of the Justice Programme 2014-2020 COM(2018) 507 final).

⁽¹¹⁾ Staff Working Document on the evaluation of the European judicial training strategy: https://ec.europa.eu/info/sites/info/files/5_en_document_travail_service_part1_v2.pdf

- To contribute to a measurable reduction of the demand for drugs, of drug dependence and of drug-related health and social risks and harms;
- To contribute to a disruption of the illicit drugs market and a measurable reduction of the availability of illicit drugs;
- To encourage coordination through active discourse and analysis of developments and challenges in the field of drugs at EU and international level;
- To further strengthen dialogue and cooperation between the EU and third countries and international organisations on drug issues;
- To contribute to a better dissemination of monitoring, research and evaluation results and a better understanding of all aspects of the drugs phenomenon and of the impact of interventions in order to provide sound and comprehensive evidence-base for policies and actions.

Forthcoming implementation

The evaluation of calls for proposals and award of grants planned under the Justice Annual Work Programme (AWP) 2020 will be finalised by the end of 2020.

The AWP 2020 was adopted on 5 November 2019. It provides for:

- 6 calls for proposals for action grants;
- 1 operating grant to beneficiary identified in the legal base – the European Judicial Training Network;
- 13 operating grants for framework partners in the area of judicial cooperation and access to justice;
- Procurement activities, including managing the European Judicial Network in civil and commercial matters, a study for the preparation of the EU Justice Scoreboard, studies supporting the implementation of the Council e-Justice Action Plan 2019-2023 and the digitalisation of justice, IT development activities (e.g. e-Justice and e-Evidence) and others.

Outlook for the 2021-2027 period

For the next Multiannual Financial Framework period 2021-2027, the Commission proposed a new Justice Programme which should continue to support the first three specific objectives from the period 2014-2020. It will be important to continue funding projects from civil society and public authorities through action grants, funding key networks and stakeholders through operating grants and to allow the Commission to organise expert meetings and finance studies to accompany the developments in the area of criminal justice. Sufficient budget at least at the same level as for the current MFF will need to be provided for that purpose. It should continue to give the Commission sufficient flexibility to react to new political priorities. In that respect, greater flexibility to allocate funding between specific objectives would be an improvement. For 2021 the level of funding planned is similar to that of 2020. The preparations for the adoption of the Annual Work Programme (AWP) 2021 will follow the same schedule as that for AWP 2020 in view of adopting it at the latest in November 2020.

Training of justice professionals on EU law will continue to be high on the agenda, as a tool to ensure the correct application of present and future EU law, mutual trust in cross-border judicial proceedings and a common European judicial culture. EU-level judicial training will also be an instrument to strengthen the compliance with the fundamental principles of justice systems, such as independence, transparency and efficiency. The Council of the EU also agreed on the importance of strengthening and developing judicial training to ensure the effectiveness of Justice and reinforce mutual trust during its informal meeting in January 2020 under the Croatian presidency.

On e-Justice, in 2021-2027, our work will follow the Commission policy priorities, in-line with the Mission letter to Commissioner Reynders to ‘look at how to make the most of new digital technologies to improve the efficiency and functioning of our justice systems’. The focus will be in the following key areas (activities will take the form of procurement, studies and grants, as relevant):

- Supporting the implementation of the Council e-Justice Action Plan 2019-2023, and the subsequent period (2024-2028);
- Improving the information content on the e-Justice Portal;
- Digitalisation of EU cross-border judicial procedures (making them ‘digital by default’);
- Building further interconnections of national databases and registers;
- Supporting the development of ‘Legal Tech’ initiatives.

To bring further synergies and clarity in the area of drugs policy, in the programming period 2021-2027 the drugs-related objectives currently covered by the Justice Programme will be addressed mainly by the Internal Security Fund. There will also be synergies with the health strand of the European Social Fund+, in particular on public health aspects of drugs policy such as research on the epidemiology aspects of the use and abuse of drugs, health services to patients in the area of drugs, harm reduction and prevention of drugs related deaths.

III. Programme key facts and performance framework

1. Financial programming

Legal Basis	Period of application	Reference Amount (EUR million)
Regulation (EU) No 1382/2013 of the European Parliament and of the Council of 17 December 2013 establishing a Justice Programme for the period 2014 to 2020	2014 – 2020	377,6

	Financial Programming (EUR million)							
	2014	2015	2016	2017	2018	2019	2020	Total Programme
Administrative support	1,2	1,2	1,2	1,2	1,2	0,9	1,0	7,9
Operational appropriations	45,8	47,2	50,2	52,3	45,9	43,7	45,6	330,8
Total	47,0	48,4	51,4	53,5	47,1	44,6	46,6	338,7

2. Implementation rates

	2019				2020			
	CA	Impl. Rate	PA	Impl. Rate	CA	Impl. Rate	PA	Impl. Rate
Voted appropriations	44,590	99,98 %	46,671	98,19 %	46,553	8,03 %	42,640	30,60 %
Authorised appropriations (*)	45,352	99,20 %	48,220	96,75 %	46,939	8,40 %	43,548	31,22 %

(*) Authorised appropriations include voted appropriations, appropriations originating from assigned revenues (internal and external) as well as carried-over and reconstituted appropriations; the execution rate is calculated on 15 April 2020

3. Performance information

Programme performance

The outputs of the Justice Programme are closely linked to the Commission activity on preparing, supporting and ensuring the correct implementation of an important number of EU legal instruments in civil and criminal law, improving their enforcement and remedy capacities in Member States, and ensuring an adequate cross border and EU level cooperation.

The Justice Programme contribute to the development of a European area of justice based on mutual recognition and mutual trust, by supporting judicial cooperation, judicial training.

The Justice Programme has supported conformity check studies for EU legislation transposed in the EU Member States. It has equally successfully supported judicial networks and judicial training. Proper application of EU law is in fact a key element to allow EU citizens and business to benefit from EU law. This is achieved through both preventive actions (workshops, expert meetings, stakeholder dialogue, technical guidelines for national authorities and training of legal practitioners financed through the Programme) and infringement procedures.

The activities funded by the Programme resulted in better implementation of EU justice instruments (e.g. European Investigation Order, European Arrest warrant and surrender procedures, European Protection Order, European Account Preservation Order, family law) and faster proceedings through cooperation, dialogue, sharing of experience, exchange of information, training activities and harmonisation of practices. Analytical activities also helped monitor the correct implementation of existing EU legislation, prepare or accompany new legislation or respond to policy changes in the areas covered by the programme.

The actions of the programme as far as the *Specific Objective 1: Judicial cooperation in civil and criminal matters* is concerned are achieving their goals:

- The Programme has helped to improve the implementation and functioning of existing legislative cooperation instruments. This applies both to older instruments where the Programme allowed to identify shortcomings or problems in implementation and application, and more recent ones, where it allowed to equip practitioners with better knowledge on how to apply them. Through procurement actions, regular meetings gathering practitioners from Member States could be organised, and compliance studies could be financed. Action grants to cross-border projects and operating grants to key European networks and stakeholders have also contributed to making Member States work together better and improved mutual trust. In general, the financial tools offered by the Programme can be seen as a useful complement to the Commission's infringement powers. Moreover, the Justice Programme has also helped, through the identification of gaps and problems in the existing legal framework, through action grants, but also studies and expert meetings, to prepare new legislation proposed by the Commission (e.g. Regulation on mutual confiscation of freezing and confiscation orders, e-evidence package). It has demonstrated the necessary flexibility to allow the Commission to take action to react to events like terrorist attacks, or to fund activities on radicalisation in prisons, often in response to calls from Council or European Parliament. The Programme has also allowed to strengthen cooperation with international organisations such as the Council of Europe, e.g. on prison monitoring.
- The e-Evidence Digital Exchange System which enables secure electronic communication between the competent national authorities to obtain evidence in criminal matters, will become operational in the course of 2020 digitalising the European Investigation Order and Mutual Legal Assistance. The system will significantly facilitate and expedite cross-border cooperation in criminal matters. Initially, the system was supposed to become functional by the end of 2019, however,

Member States needed additional time to test the system and to make all the necessary arrangements at administrative level.

- The programme has supported the development of ICT tools with the purpose of enhancing access to information; under ECRIS, the Electronic Criminal Records Information System, a decentralised IT system operated by the central authorities of the EU Member States, extended under the Justice Programme, in 2019 the increase in the number of exchanges of information was almost tenfold compared to the 2012 baseline.
- The Programme has contributed to the effective and coherent application of EU criminal law in the Member States, e.g. the Victim's Rights Directive (establishing minimum standards on the rights, support and protection of victims of crime) and the development and implementation of the measures related to the 2009 Roadmap on strengthening the procedural rights of suspects and accused persons in criminal proceedings. The programme has financed activities aiming at capacity-building of professionals, multi-disciplinary cooperation, exchanges of good practices, dissemination and awareness-raising, etc.
- The Programme has also contributed to the effective, comprehensive and consistent implementation of Union law policies and in particular it has funded projects in the area of fight against radicalisation in prisons. Improving prison conditions has become a political priority at EU level because they affect the efficient operation of EU mutual recognition instruments such as the European Arrest Warrant (EAW), and because of the risk of radicalisation in prisons.

The Justice Programme has overall performed very well in achieving its goals as far as the *Specific Objective 2: Judicial training* is concerned. Training is an important instrument of the Programme with a view to fostering a common legal and judicial culture and effective access to justice in Europe. Training activities ranged from traditional courses and seminars, case studies and practice-oriented activities, to videoconferences and training based on e-learning resources. Other activities included conferences, compilation of guidelines and training methodologies, organisation of staff exchanges, public-private partnerships for innovation and support for main actors (key European networks in the area of judicial training). Under the 2014-2019 period, the Justice Programme gave a real boost to the support of cross-border judicial training at EU level. The funds dedicated to this specific objective represented an increase of 80 % in comparison with the previous programming period under the then Civil and Criminal Justice Programmes. This enabled the number of legal practitioners participating in supported cross-border training activities to increase exponentially. The overall number of participants in training projects supported by the Justice Programme (including those by the European Judicial Training Network (EJTN)) increased from 11 724 in 2014 to 18 358 in 2018. Under the EJTN's annual training programmes (also supported via the Justice Programme), the number of participants increased from 4 256 in 2014 to 6 567 in 2018, while the performance or 'cost-to-serve' ratio (i.e., the price per person for one training day offered in Europe) decreased from EUR 332 in 2014 to EUR 307 in 2018.

The actions of the programme as far as the *Specific Objective 3: Access to justice* is concerned are achieving their goals to facilitate access to justice for all, including to promote and support the rights of victims of crime, while respecting the rights of the defence.

- The Programme has helped to improve the implementation and functioning of existing instruments on procedural rights and victims' rights. This applies both to older instruments, where the Programme allowed to identify shortcomings or problems in implementation and application, and more recent ones, where it allowed to equip practitioners and national authorities with better knowledge on how to apply them. Through procurement actions, regular meetings gathering practitioners from Member States could be organised, and compliance studies could be financed. Action grants to cross-border projects and operating grants to key European networks and stakeholders have also contributed to making Member States work together better and improved mutual trust. The financial tools offered by the Programme can be seen as a useful complement to the Commission's infringement powers. Moreover, the Justice Programme has also helped, through the identification of gaps and problems in the existing legal framework, through action grants, but also studies and expert meetings, to prepare new legislative initiatives.
- e-Justice related actions have contributed in a tangible way towards achieving the goals of this Specific Objective. In particular:
 - The European e-Justice Portal, a one-stop shop for justice matters, contributes significantly to improving and facilitating the access to justice for citizens, businesses, national authorities, legal practitioners and the judiciary. Over the years, it has grown to more than 150 topics in a wide variety of areas. The Portal gives access to information on a number of EU cross-border proceedings, as well as national information such as sources of case law, information on judicial systems in the EU, rights of victims and defendants, training material and many others. Thanks to the continuous enhancements to the Portal, it now sees a gradual and steady increase in terms of annual visits (over 4 million hits were registered in 2019). Good examples of successful projects are the Find a lawyer and Find a notary search tools, the interconnection of the business and insolvency registers, the search engine for European and national case law (the ECLI Search Engine), etc. In the period 2014-2019, an important activity has been the modernisation of the interface of the e-Justice Portal, including new functionalities and online tools.
 - The e-Justice Action Grants supported delivering on the priorities in this domain, namely by supporting the implementation of the e-Justice Action Plans for the period 2014-2018 and 2019-2023.
 - Relevant studies were conducted under the Justice Programme, aiming to support the implementation of the e-Justice Action Plans. The latest study focuses on the use of innovative technologies ('Legal Tech') in the justice field.
- In 2016, pursuant to the Council Conclusions from 9 June 2016 on the European Judicial Cybercrime, IT development activities have started towards the establishment of a common e-Evidence Digital Exchange system, enabling efficient and

cheap electronic communication between the competent national authorities in the area of criminal procedural law. Work on this system took place in 2017-2019 while it is planned for the system to be operational in 2020.

The actions of the programme as far as the *Specific Objective 4: Drugs initiatives* is concerned are achieving their goals. Drugs combat is typically a cross-border and Union-wide challenge that the Programme aims to address. Programme activities support initiatives in the field of drugs policy as regards judicial cooperation and crime prevention aspects, in so far as they are not covered by the Internal security fund for financial support for police cooperation, preventing and combating crime, and crisis management or by the Health for Growth Programme. In parallel to the legislative work, the key focus within the drugs-related objective was on expanding the knowledge base on the phenomenon of New Psychoactive Substances (NPS), and in particular on identification methods and protocols, enhancing cross-border cooperation within the EU in this area and exploring the area of epidemiology of use of New Psychoactive Substances. In addition, an emphasis was put on strengthening the capacity of civil society organisations to contribute to the implementation of the EU Drug Strategy 2013-2020 and its current Action Plan.

The two indicators which are used to measure effects of the Programme related to this specific objective demonstrate stability in the impact of the programme's actions in this field however there are deviations compared to the targets set at the beginning of the programming period. This is due to programme related factors but can be also explained by external factors/context:

- The first indicator concerns the number of new psychoactive substances assessed (including through testing, if necessary) to enable the EU or the Member States to take appropriate action to protect consumers, depending on the type and level of risk that they may pose when consumed by humans. The indicator is based on the actual number of New Psychoactive Substances (NPS) detected and notified to the European Union Early Warning System Network. The data is provided by the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). Changes of this indicator as compared with previous years should be interpreted with caution – ideally we would prefer to see zero NPS reported, as ideally, there would be no illicit NPS on the market whatsoever. On the other hand, many of the newly reported substances – while fewer in number – are more dangerous, cause addiction more rapidly, and present more serious environmental harms. When we defined the milestones at the beginning of the programming period, the situation on what concerns the NPS was very different from what we see today. The number of detected NPS was much higher – of around 100 per year, and we were at the beginning of setting regulatory and law enforcement response to this emerging issue. Now, we see a lower number of detected substances overall, which explains the difference from the milestone and target; figures continued to decline in 2014-2019, with 53 newly reported substances in 2019. As the detection as well as legal and law enforcement response to the challenge improved substantially since 2014, we see a corresponding change on the illicit market for NPS. This explains the difference from the milestones and final targets on this indicator.
- The second indicator concerns the percentage of problem opioid users that are in drug treatment (substitution treatment (OST) and other treatment) across the EU (estimates from 9 countries are available and rates vary from 19 % to 88 %). The proportion provides only partial information as such, as it is based on the overall figure of problem opioid users. The increase or decrease of this indicator should be interpreted based on a more detailed narrative: there were 1.3 million of high-risk opioid users, of which 654 000 received treatment, according to the latest available information – based on the latest available data provided by the European Drug Report 2019. The number of opioid users who received substitution treatment was 628 000 in 2018, 630 000 in 2017, 644 000 in 2016, 700 000 in 2015 and 700 000 in 2014 while the total number of problem/high risk opioid users was around 1.3 million across the reporting period. As compared to 2018, the number of opioid users who received treatment in 2019 increased by about 26 000 (source: http://www.emcdda.europa.eu/system/files/publications/11364/20191724_TDAT19001ENN_PDF.pdf). When we defined this indicator the situation on what concerns the illicit opioids was different from what we see today. Europe has experienced different waves of heroin addiction, and in many Member States we now observe an ageing, stable group of problematic opioid drug users. On what concerns the availability of substitution treatment, one has to consider emerging threats of other illicit substances, such as cocaine and NPS, which absorbed much of limited public resources allocated to counter the challenge of illicit drugs; therefore, limiting resources available to substitution treatments for problematic opioid users.

General objectives

General Objective 1: to contribute to the further development of a European area of justice based on mutual recognition and mutual trust, in particular by promoting judicial cooperation in civil and criminal matters

Indicator 1: Cumulative number of legal professionals receiving training (not only through the Programme) on EU law or law of another Member State, including Civil Justice, Criminal Justice and Fundamental Rights

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
239 000	Actual results							800 000
	371 000	494 753	638 000	820 199	1 023 919			

Comment: Commission Communication ‘Building trust in EU-wide justice, a new dimension to European judicial training’, COM(2011) 551 final. 2018 DG Justice Report on European judicial training: <https://e-justice.europa.eu/fileDownload.do?id=515e1523-3df3-4a23-890e-bb29db3d9a41>

Specific objectives

Specific Objective 1: to facilitate and support judicial cooperation in civil and criminal matters

Performance

With regard to Indicator 1 ‘average time of the surrender procedure (time between the arrest and the decision on the surrender of the person sought) under the European Arrest Warrant (EAW) in cases where the person consents to the surrender’, the result for 2018 of 16,4 days was above the milestone of 10 days for 2018 (also the target for 2020). According to Article 17(2) of the Framework Decision on the EAW, in cases where the requested person consents to his surrender, the final decision on the execution of the EAW should be taken within a period of 10 days after consent has been given (this is why we have set the 2020 target to 10 days). This indicator is calculated on the basis of statistics we receive from the Member States, however, there is no legal obligation for them to provide this data and, consequently, we do not have the full picture (22 Member States provided replies). In 2018, the surrender procedure lasted on average 16,41 days after the arrest (14,99 days in 2017). The highest averages reported in some Member States were higher than in 2017. In 2018, the highest was 43 days for Denmark (a few cases took a very long time to process which considerably increased the average) and 38 days for Slovakia. However, on the low side, the average was still 1 day in Malta (as in 2017), 3,5 days in Luxemburg and 4 in Hungary (against respectively 1 and 2 days in 2017). Delays in some Member States might be explained by additional requests for information, as a result of case law of the CJEU, in particular after the *Aranyosi* judgment of 2016 on detention conditions, as well as the *LM* judgment on independence of the judiciary in 2018.

The ‘Indicator 2: number of exchanges of information in the European Criminal Records Information System (ECRIS)’ actual results outperformed compared to the set milestones demonstrating an improvement in the impact of the programme’s actions in this field.

Indicator 1: Average time of the surrender procedure (time between the arrest and the decision on the surrender of the person sought) under the European Arrest Warrant in cases where the person consents to the surrender

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2005-2013	Milestones foreseen							2020
14-20								10
	Actual results							
	19	14	16	15	16			

Indicator 2: Number of exchanges of information in the European Criminal Records Information System (ECRIS)

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2012	Milestones foreseen							2020
300 000								3 500 000
	Actual results							
	1 250 000	1 811 546	1 978 104	2 571 991	2 963 789	3 700 000		

Expenditure related outputs

Outputs	Budget line	Budget 2020	
		Number	EUR million
Analytical activities (e.g. studies, evaluations, collection of data and statistics, etc)	33 03 02	19	3.546
Mutual learning, cooperation, awareness-raising and dissemination	33 03 02	25	6.650
Support to key actors	33 03 02	6	1.465
Total			11.661

Outputs	Number of outputs foreseen (F) and produced (P)						
	2014	2015	2016	2017	2018	2019	2020

Analytical activities (e.g. studies, evaluations, collection of data and statistics, etc.)	F	9	9	8	11	13	13	19
	P	3		8	11	16	10	
Mutual learning, cooperation, awareness-raising and dissemination	F	40	42	44	47	30	30	25
	P	30	43	24	40	36	27	
Support to key actors	F	7	8	8	6	6	6	6
	P	9	6	7	6	6	6	

Specific Objective 2: to support and promote judicial training, including language training on legal terminology, with a view to fostering a common legal and judicial culture

Performance

The ‘Indicator 1: number and percentage of members of the judiciary and judicial staff that participated in training activities, staff exchanges, study visits, workshops and seminars funded by the Programme’ actual results outperformed compared to the set milestones demonstrating an improvement in the impact of the programme’s actions in this field.

Indicator 1: The number and percentage of members of the judiciary and judicial staff that participated in training activities, staff exchanges, study visits, workshops and seminars funded by the Programme

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
	Milestones foreseen							2020
Number: 0				14 155			16 000	16 000
	Actual results							
	11 724	16 123	13 930	16 439	18 358			
	Milestones foreseen							2020
Percentage: 0.00 %								
	Actual results							
	0.82 %	0.99 %	0.86 %	1.02 %	1.14 %			

Methodology: Data collected from the grants applications and contracts

Expenditure related outputs

Outputs	Budget line	Draft Budget 2020	
		Number	EUR million
Training activities	33 03 01	18	5.350
Mutual learning, cooperation, awareness-raising and dissemination	33 03 01	4	320
Support to key actors	33 03 01	1	11.000
Total			17.570

Outputs		Number of outputs foreseen (F) and produced (P)						
		2014	2015	2016	2017	2018	2019	2020
Training activities	F	40	42	44	47	23	50	18
	P	38	30	27	23	34	14	
Mutual learning, cooperation, awareness-raising and dissemination	F	9	9	8	7	2	2	4
	P	3	2	5	2	1	2	
Support to key actors	F	1	1	1	1	1	1	1
	P	1	1	1	1	1	1	

Specific Objective 3: to facilitate effective access to justice for all, including to promote and support the rights of victims of crime, while respecting the rights of the defence

Performance

The ‘Indicator 1: number of hits on the e-justice portal’ actual results outperformed compared to the set milestones demonstrating an improvement in the impact of the programme’s actions in this field. The number of hits on the e-Justice Portal (Indicator 1) has been increasing steadily over the years. The only divergence was registered in 2018, due to a change in the corporate system for gathering statistics. The new system was introduced in 2017 and registers hits based on a different algorithm, which resulted in a discrepancy of 20-30 %.

The ‘Indicator 2: number of Victim Support Organisations with national coverage’ actual results match the set milestones demonstrating an achievement of the programme’s actions in this field.

Indicator 1: Number of hits on the e-justice portal								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2012	Milestones foreseen							2020
441 000	992 250	1 488 375	2 232 563	2 679 075	3 214 890	3 857 868	4 629 442	4 629 442
	Actual results							
	1 136 849	1 751 180	1 884 600	2 690 574	2 962 558	4 343 547		

Narrative: Target: (+ 20 % per year)

Comment: As of 2017, the data are obtained from a new tool for website statistics tracking, with a different calculation method. The targets for period 2014-2016 were adjusted to the new calculation method. The table below provides data according to different calculation methods.

Indicator 2: Number of Victim Support Organisations with national coverage (implementation of Directive 2012/29/EU)								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2012	Milestones foreseen							2020
10				27			27	27
	Actual results							
	20	22	22	27	27	27		

Comment: The indicators should be developed by the VSO and/or Member States and should include inter alia an appropriate geographical coverage of the country and a necessary training of the staff. The Victims’ Rights Directive is not applicable to Denmark.

Source: Fundamental Rights Agency report on Victims of crime in the EU: the extent and nature of support for victims.

Unit of measure: VSO – at least one VSO in each Member States fulfilling the quality standards/indicators

Expenditure related outputs

Outputs	Budget line	Draft Budget 2020	
		Number	EUR million
Analytical activities (e.g. studies, evaluations, collection of data and statistics, etc.)	33 03 01	10	5.093
Mutual learning, cooperation, awareness-raising and dissemination	33 03 01	25	5.800
Support to key actors	33 03 01	7	2.480
Total			13.373

Outputs		Number of outputs foreseen (F) and produced (P)						
		2014	2015	2016	2017	2018	2019	2020
Analytical activities (e.g. studies, evaluations, collection of data and statistics, etc.)	F	9	9	5	5	7	10	10
	P	19	11	3	5	10	13	
Mutual learning, cooperation, awareness-raising and dissemination	F	38	41	44	47	35	25	25
	P	34	37	25	26	24	25	
Support to key actors	F	7	3	7	7	7	7	7
	P	9	7	7	7	7	7	

Specific Objective 4: to support initiatives in the field of drugs policy as regards judicial cooperation and crime prevention aspects closely linked to the general objective of the Programme, insofar as they are not covered by the Internal Security Fund or by the Health for Growth Programme

Performance

The ‘Indicator 1: number of new psychoactive substances assessed’ actual results show that the set milestones were not achieved. This is due to various programme and external/context factors explained in Section 3 Programme performance section above.

The ‘Indicator 2: Percentage of problem opioid users that are in drug treatment’ actual results show that the set milestones were not achieved. This is due to various programme and external/context factors explained in Section 3 Programme performance section above.

Indicator 1: Number of new psychoactive substances assessed (including through testing, if necessary) to enable the EU or the Member States to take appropriate action to protect consumers, depending on the type and level of risk that they may pose when consumed by humans

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2012	Milestones foreseen							2020
68				86			95	95
	Actual results							
	101	100	66	52	55	53		

Comment: The indicator is based on the actual number of New Psychoactive Substances detected and notified to the European Union Early Warning System Network. The data is provided by the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), an EU Agency based in Lisbon. Changes of this indicator as compared with previous years should be interpreted with caution – ideally we would prefer to see zero NPS substances reported, as ideally, there would be no illicit NPS on the market whatsoever. On the other hand, many of the newly reported substances – while fewer in number – are more dangerous, cause addiction more rapidly, and present more serious environmental harms.

Indicator 2: Percentage of problem opioid users that are in drug treatment

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2011	Milestones foreseen							2020
50 %				55 %			60 %	60 %
	Actual results							
	50 %	50 %	50 %	50 %	48 %	50 %		

Comment: The estimated percentage of problem opioid users in substitution treatment (OST) across the EU. With regard to the percentage of problem opioid users in any type of drug treatment (OST and other drug treatment), estimates from 9 countries are available and rates vary from 19 % to 88 %. The indicator reflects the proportion of problematic opioid users that are in drug treatment. The proportion provides only partial information as such, as it is based on the overall figure of problem opioid users. The increase or decrease of this indicator should be interpreted based on a more detailed narrative: there were 1.3 million of high-risk opioid users, of which 654 000 received treatment, according to the latest available information (based on the latest available data provided by the European Drug Report 2019). According to EMCDDA reports the number of opioid users who received substitution treatment: 628 000 in 2018, 630 000 in 2017, 644 000 in 2016, 700 000 in 2015 and 700 000 in 2014 while the total number of problem/high risk opioid users was around 1.3 million across the reporting period. As compared to previous year, the number of opioid users who received treatment increased by about 26 000.

Source: http://www.emcdda.europa.eu/system/files/publications/11364/20191724_TDAT19001ENN_PDF.pdf

Expenditure related outputs

Outputs	Budget line	Draft Budget 2020	
		Number	EUR million
Analytical activities (e.g. studies, evaluations, collection of data and statistics, etc)	18 06 01	1	0.5
Mutual learning, cooperation, awareness-raising and dissemination	18 06 01	11	2.499
Total			2.999

Outputs		Number of outputs foreseen (F) and produced (P)						
		2014	2015	2016	2017	2018	2019	2020
Analytical activities (e.g. studies, evaluations, collection of data and statistics, etc)	F	2	2	3	1	2	1	1
	P	5	2	0	1	1		
Mutual learning, cooperation, awareness-raising and dissemination	F	8	8	8	12	7	11	11
	P	5	6	0	14	7		

4. Contribution to Europe 2020 Strategy and mainstreaming of policies

Table Contribution to Europe 2020 headline targets

75 % of the population aged 20-64 should be employed
The share of early school leavers should be under 10 % and at least 40 % of the younger generation should have a tertiary degree
20 million less people should be at risk of poverty

Gender mainstreaming

In all calls for proposals under the Justice Programme the projects shall seek to promote equality between women and men. This is required by the Article 5 of the Regulation (EU) 1382/2013 establishing a Justice Programme 2014-2020. When planning the project, the applicants should demonstrate in their proposal how this will be respected at implementation stage (gender mainstreaming aspects are considered while assessing the quality of the proposed action). Beneficiaries are required to detail in their final activity report the steps and achievements they made towards meeting this requirement.

Moreover, during proposal evaluation, the pool of evaluators is required to have a reasonable gender balance. Briefing material provided to the evaluators specifies that:

- *Gender mainstreaming* means integrating a gender perspective in the design, implementation, monitoring and evaluation of a project as appropriate. A project must not silence, stereotype, stigmatise, lay the blame or discriminate against men or women. On the contrary, measures should be pro-active and contribute to the equal empowerment of both genders, and ensure that they achieve their full potential, enjoy the same rights and opportunities. Gender mainstreaming goes beyond counting the number of women and men in a room. Rather, gender mainstreaming addresses the gender inequalities that are at the core of a project, policy or process, leading to more gender-sensitive actions.
- The project shall endeavour to build capacity within the project team and among stakeholders to ensure the continued integration of a gender perspective within the area of intervention after the project ends. In the delivery of project activities gender mainstreaming shall be ensured by:
 - Collecting sex disaggregated data to track gender equality results and assess gender impacts.
 - Monitoring access, participation, and benefits among women and men and incorporate remedial action that redresses any gender inequalities in project implementation.
 - Regularly reporting on how gender is mainstreamed and ensure that evaluations integrate gender-specific evaluation questions.