

Rule of Law Report - Virtual visit of 18 March 2026

At the request of the European Commission, please find below a written version of the intervention on question 1(a) to (c). during the virtual tour noted under section.

1. *The 2025 Rule of Law Report recommended to Luxembourg to “Step up efforts to achieve full digitalisation of civil, criminal and administrative proceedings”. In your input, you refer to the implementation of certain digitalisation projects in the civil and criminal jurisdictions and to a Managing Committee established for this purpose.*

a. *Could you please provide further details on the digitalisation projects for the administrative jurisdiction?*

The digitalisation project for the administrative courts in Grand-Duché de Luxembourg, part of the national *Paperless Justice (JUPAL)* strategy, aims to modernise the management of administrative procedures, improve operational efficiency within the courts, and enhance the overall user experience.

1. Digitalisation of the Front Office for lawyers

For administrative courts, the national portal MyGuichet.lu serves as the electronic communication channel enabling lawyers to securely submit procedural documents and securely receive all communications issued by the court registries (notifications, summonses, decisions, etc.).

Seven procedures (such as filing an interim request, an introductory request, a brief, supporting documents...) have been available since 9 December 2025 as guided assistants and will be activated **as soon as the legal basis enters into force**.

Key improvements include:

- Enhanced interface for entering metadata (applicant, defendant, contested decision and its sections); the number of uploaded documents is no longer limited per submission.
- Improved consistency checks within the assistant to enhance the quality of data received by the registry.
- Enhanced communication (label, title) with lawyers through their professional space.
- Technical integration with business registers.

The entire front office is operational; consolidation level case file consultation is still to be implemented by the end of 2026.

More information: **Electronic exchanges in relation to the administrative courts – Guichet.lu – Luxembourg**

2. New JA. GUAR Back Office — Electronic case file and workflow automation

The JA. GUAR platform (*Juridictions Administratives – Gestion Uniforme des Affaires portées au Rôle*) integrates workflow automation and structured management of documents and data. It allows secure electronic exchanges with party representatives — MyGuichet.lu for lawyers on one side and API or mechanisms of upload/download for state bodies (Government Delegates) on the other side.

Major advancements, to be deployed in production in June 2026:

- **A more comprehensive data model:** inclusion of new metadata about contested decisions and their sections, parties and representatives, classification levels of the procedure, judicial decisions with structured content (including the “dispositif”), and a full eventbased calendar enabling structured case administration and future automatic reporting (e.g., deliberation lists, reports for the UNHCR and the Ministry of Justice).
- **Progress on document automation:**
 - Dynamic, improved generation of procedural documents (enrolment notices, summonses, notification reports for the retention centre).
 - Prefilled administrative sections of an initial judgment template (header, introductory paragraph, parties, footer).
 - Precompleted archival metadata to support electronic archiving.
- **Structured endtoend process workflows** covering the full lifecycle of a case: filing → enrolment → review and assignment to a chamber → hearing → deliberation → pronouncement → archiving.

Integration between the MyGuichet front office and the JA. GUAR back office is underway and will be completed by July 2026, eliminating double data entry and enabling industrialscale creation of electronic case files. It allows the **100% digital case file** but the scope is currently limited to the procedure in matter of “**administrative retention**”. Further technical works must be implemented to pursue with other more complex matters.

3. Assistance for drafting the body of judgments

So far, digitalisation efforts have mainly benefited to court registrars, with limited direct support for magistrates. However, this foundational work was essential to enable more advanced digital transformation.

With the administrative sections of judgments now integrated into the new judgment template, the next step is to expand assistance to magistrates by automatically generating few parts of the judgment body — for example, the list of factual and legal arguments — based on parameters selected by the magistrate following their analysis of the application and the briefs.

This development requires a tailored design for each legal field, and in some cases for each specific type of procedure. It will therefore require a substantial amount of detailed analysis and time.

b. Where are you identifying the main bottlenecks and roadblocks while implementing these projects? Have you envisaged any solutions for possible delays or setbacks?

- Historical technological lag : Many systems operate with fragmented networks and outdated tools.
 - ⇒ We are working to implement centralized IT modernization programs focused on scalability and long-term maintenance.
 - ⇒ We are also analyzing European best practices to accelerate modernization.
- Organizational complexity and resistance to change: Judicial ecosystems are highly fragmented, with judges, court clerks, lawyers, IT teams, and citizens interacting through heterogeneous workflows.
 - ⇒ To address this obstacle, we are working on change management by increasing communication, facilitating co-design workshops, and implementing role-based integration.
 - ⇒ Pilot projects are being used to test tools before go lives
 - ⇒ Involve end users in the different phases of projects
- Lack of System Interoperability : communication problems, leading to fragmentation and inefficiency.
 - ⇒ Use standards for APIs, data formats, and identifiers).
 - ⇒ Adoption of modular, service-oriented architectures (microservices).
- Risks related data protection and confidentiality : Judicial data is extremely sensitive and requires a high level of protection.
 - ⇒ Strong encryption, multi-factor authentication.
 - ⇒ Regular audits and penetration testing
- For Luxembourg, achieving the digitalization of judicial procedures requires addressing challenges and developing solutions very similar to those encountered in other States, but with significantly more limited resources and for a comparatively small user base (a total of 1,100 users within the judicial administration). A reinforcement of IT staffing is currently under way, complemented by the use of external consultancy.
- Inadequate Legal Framework : Digital workflows often require legislative updates to ensure their legal validity (civil and criminal procedure)
 - ⇒ have a working group on the establishment of a comprehensive legal framework for digitalization projects in the justice system

- c. *Are the current digitalisation projects sufficient to achieve full digitalisation of judicial procedures? If so, under what timeline? If not, what you think would be necessary?*

Current and upcoming digitalisation projects for criminal and civil procedures may be sufficient to achieve near-complete digitization of judicial processes. The implementation timeframe is not yet precisely known. Projects are being launched modularly and prioritized based on needs and infrastructure maturity. Initial results could be seen within two years. To ensure the success of this digitalisation, it is essential to continue progressing while respecting needs and constraints. It is also necessary to work in phases and using an agile methodology to guarantee the expected quality.

It is also interesting to be able to consult the feedback from other EU countries on their digitalisation projects and perhaps share reusable modules.