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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Proposal for a Regulation of the European Parliament and of the Council establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693 - Partial general approach

I. INTRODUCTION

1. On 3 September 2025, the Commission submitted to the Council and the European Parliament a proposal for a Regulation establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693[1]. This proposal was part of the second package of sectoral proposals, complementing the first one which had been presented earlier, on 16 July 2025.

[1] 12488/25.

2. The proposal provides the specific legal framework towards an effective, efficient, accessible, resilient and digitalised Union area of justice. The new Justice Programme, amounting to nearly €800 million, will continue to support judicial cooperation in civil and criminal matters and judicial training, further promote the independence and impartiality of the judiciary and ensure equal access to justice for all citizens and businesses, based on the rule of law, mutual recognition and mutual trust.

3. The draft Regulation is based on Article 81(1) and (2) and Article 82(1) of the Treaty on the Functioning of the European Union (TFEU) (ordinary legislative procedure).

4. The European Economic and Social Committee delivered its opinion on the proposed Regulation on 4 December 2025[2].

5. The Committee of the Regions decided not to issue an opinion on the proposed Regulation on 20 November 2025[3].

6. In the European Parliament, the file has been assigned jointly to the Committee on Legal Affairs (JURI) and the Committee on Civil Liberties, Justice and Home Affairs (LIBE). The Committees have appointed Ms Tineke STRIK (Greens/EFA) for JURI and Mr. Jaroslav BŽOCH (PfE) for LIBE as rapporteurs of the file.

7. In the Council, the examination of the proposal is being carried out in the Ad Hoc Working Party on JHA Financial Instruments (AHWP JHA).

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[2] 16620/25.
[3] 5030/26.

8. During the Danish Presidency, the proposal was first presented at the AHWP JHA on 3 October 2025, and on 29 October and 20 November 2025 the article-by-article examination took place. At the concluding meeting if its term on 16 December, the Danish Presidency presented a first compromise text.

9. During the Cyprus Presidency, the AHWP JHA continued to examine the proposal at its meetings of 23 January, 19 February and 24 March 2026. On 29 April 2026, an agreement was reached at technical level on the Presidency compromise text.

10. Since the proposed Regulation is part of the package of sectoral proposals linked to the Multiannual Financial Framework (MFF), all the provisions in the text with budgetary implications or corresponding to the elements that form part of horizontal negotiations on the MFF have been bracketed. Therefore and pending further progress on the MFF, they are excluded from the general approach, which at this stage can only be partial.

II. MAIN ELEMENTS OF THE PRESIDENCY COMPROMISE TEXT

11. The main elements of the compromise text can be summarised as follows:

a) In the proposal of the Commission, the new Justice Programme was to be implemented mainly under the direct management of the Commission. Following the clear intention of Member States to be more involved, as is the case with the current Justice Programme, the implementation of the Programme by the means of implementing acts was added and the comitology procedure was reinstated in the text.

b) Delegations discussed extensively on the beneficiaries of judicial training to ensure that all relevant national actors may be eligible for participation. This is reflected both in the definition of "judiciary and judicial staff" (article 2) and in the relevant recitals 13a and 13.

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c) In this regard, the final text also had to reflect a distinction between the beneficiaries of judicial training (as above) and those of non-judicial training and other activities related to the other objectives of the Programme. This resulted in the addition of a carefully drafted new recital (14a).

d) Delegations considered indispensable a reference to the respect of fundamental rights during the implementation of all of actions of the Programme, as it is the case in the current Programme. As a result, a new recital (14b) was added.

e) The provision of Article 9(6) concerning the European Judicial Training Network (EJTN) is a "may" provision in the proposal, while it is a "shall" provision in the current programme. Delegations explicitly asked for a reinforced wording on the role of EJTN, which is reflected both in the operative part and in the relevant recital 14.

12. Considering the above as well the broad support received during the last meeting of AHWP JHA, the Presidency is of the opinion that the text is ready to be submitted to the Permanent Representatives Committee and the Council so that a partial general approach is reached.

III. CONCLUSION

13. The Permanent Representatives Committee is therefore invited to:

– confirm agreement on the text of the partial general approach as set out in the Annex to this note, and

– recommend that the Council reach a partial general approach on this.

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ANNEX

2025/0255 (COD)

Proposal for a

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693

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THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 81(1) and (2) and Article 82(1) thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national parliaments,

Having regard to the opinion of the European Economic and Social Committee[4],

Having regard to the opinion of the Committee of the Regions[5],

Acting in accordance with the ordinary legislative procedure,

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4 OJ C, […], […], ELI:. […].

5 OJ C, […], […], ELI: […].

Whereas:

(1) Article 3 of the Treaty on European Union (TEU) provides that the Union is to offer its citizens an area of freedom, security and justice**,** and Article 67 of the Treaty of the Functioning of the European Union (TFEU) further specifies that the Union is to constitute an area of freedom, security and justice with respect for fundamental rights and the different legal systems and traditions of the Member States. Justice is closely linked to core values on which the Union is founded, particularly the rule of law, democracy and respect for fundamental rights as enshrined in Article 2 TEU. Those core values imply the necessity of independent judiciaries operating within efficient justice systems. Judicial independence itself stems from the common constitutional traditions shared by all Member States, the rule of law, ~~and~~***as well as*** from the principle of effective ~~judicial~~***legal*** protection ***and the right to an effective remedy*** provided for in Article 19(1) TEU and Article 47 of the Charter of Fundamental Rights of the European Union (the 'Charter')***, respectively***.

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(2) The completion of an area of freedom, security and justice is still challenged by factors such as threats to the rule of law, several forms of serious crime and obstacles to access to justice and judicial cooperation. ***Recent experience has highlighted the need to foster a shared European historical memory and to avoid the falsification of historical facts that poses a threat to the Union's area of justice.*** It is therefore more important than ever to promote, strengthen~~,~~ and defend justice, which has direct implications for the political, economic, financial and social life in the Union***, on the security of citizens*** and beyond***,*** and is necessary to prepare for an enlarged Union. Building on the 2021-2027 Justice programme established by Regulation (EU) 2021/693 of the European Parliament and of the Council[6], this Regulation aims at establishing the Justice programme (the 'Programme') in order to support the further development of a Union area of justice based on the rule of law, fundamental rights, democracy, the independence and impartiality of the judiciary, mutual recognition and mutual trust, access to justice and cross-border judicial cooperation in civil and criminal matters. The Programme should also ***support the enforcement and application of the relevant Union acquis. It should also support actions aimed at facilitating cooperation in relation to forms of serious crimes such as corruption, terrorism and environmental crime. In addition, it should*** provide an enhanced focus on digitalisation of justice ~~across all~~***as a means to achieve all of*** its specific objectives***, while contributing to efficiency, inclusiveness and resilience***.

(3) ***[***This Regulation lays down an indicative financial envelope for the Justice programme. For the purpose of this Regulation, current prices are calculated by applying a fixed 2% deflator.***]***

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6 Regulation (EU) 2021/693 of the European Parliament and of the Council of 28 April 2021 establishing the Justice Programme and repealing Regulation (EU) 1382/2013 (OJ L 156, 5.5.2021, p. 21, ELI: http://data.europa.eu/eli/reg/2021/693/oj).

(4) In a rapidly changing economic, social and geopolitical environment, which creates uncertainties and challenges, recent experience has shown the need for ~~a~~ more flexible multiannual financial framework and Union spending programmes. To that effect, and in line with the objectives of the Justice programme, the funding should duly consider the evolving policy needs and Union's priorities as identified in relevant documents published by the Commission, in Council conclusions and European Parliament resolutions, while ensuring sufficient predictability for the budget implementation.

(5) Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council[7] applies to the Programme. It lays down the rules on the establishment and the implementation of the general budget of the Union, including the rules on grants, prizes, non-financial donations, procurement, financial assistance, financial instruments and budgetary guarantees. ***Additional financial contributions should constitute external assigned revenue within the meaning of the Regulation (EU, Euratom) 2024/2509, ensuring coherence, efficiency and avoidance of duplication of funding.***

[7] Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council of 23 September 2024 on the financial rules applicable to the general budget of the Union (OJ L, 2024/2509, 26.9.2024, ELI: http://data.europa.eu/eli/reg/2024/2509/OJ).

(6) In accordance with Regulation (EU, Euratom) 2024/2509, Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council[8], Council Regulation (EC Euratom) No 2988/95[9], Council Regulation (Euratom, EC) No 2185/96[10] and Council Regulation (EU) 2017/1939[11], the financial interests of the Union are to be protected through proportionate measures, including the prevention, detection, correction and investigation of irregularities and fraud, the recovery of funds lost, wrongly paid or incorrectly used and, where appropriate, the imposition of administrative sanctions. In particular, in accordance with Regulations (EU, Euratom) No 883/2013 and (Euratom, EC) No 2185/96, the European Anti-Fraud Office (OLAF) may carry out investigations, including on-the-spot checks and inspections, with a view to establishing whether there has been fraud, corruption or any other illegal activity affecting the financial interests of the Union. In accordance with Regulation (EU) 2017/1939, the European Public Prosecutor's Office (EPPO) may investigate and prosecute fraud and other illegal activities affecting the financial interests of the Union as provided for in Directive (EU) 2017/1371 of the European Parliament and of the Council[12]. In accordance with Regulation (EU, Euratom) 2024/2509, any person or entity receiving Union funds is to fully cooperate in the protection of the ~~Union's~~ financial interests ***of the Union***, to grant the necessary rights and access to the Commission, OLAF, EPPO and the European Court of Auditors and to ensure that any third parties involved in the implementation of Union funds grant equivalent rights. ***Third countries associated to the Programme are to grant the necessary rights and access required for the authorising officer responsible, OLAF and the Court of Auditors to comprehensively exercise their respective competences.***

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8 Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council of 11 September 2013 concerning investigations conducted by the European Anti-Fraud Office (OLAF) and repealing Regulation (EC) No 1073/1999 of the European Parliament and of the Council and Council Regulation (Euratom) No 1074/1999 (OJ L 248, 18.9.2013, p. 1., ELI: http://data.europa.eu/eli/reg/2013/883/oj).

9 Council Regulation (EC, Euratom) No 2988/95 of 18 December 1995 on the protection of the European Communities financial interests (OJ L 312, 23.12.95, p. 1, ELI: http://data.europa.eu/eli/reg/1995/2988/oj).

10 Council Regulation (Euratom, EC) No 2185/96 of 11 November 1996 concerning on-the-spot checks and inspections carried out by the Commission in order to protect the European Communities' financial interests against fraud and other irregularities (OJ L 292.15.11.96, p. 2, ELI: http://data.europa.eu/eli/reg/1996/2185/oj).

11 Council Regulation (EU) 2017/1939 of 12 October 2017 implementing enhanced cooperation on the establishment of the European Public Prosecutor's Office ('the EPPO') (OJ L 283, 31.10.2017, p. 1, ELI: http://data.europa.eu/eli/reg/2017/1939/OJ).

12 Directive (EU) 2017/1371 of the European Parliament and of the Council of 5 July 2017 on the fight against fraud to the Union's financial interests by means of criminal law (OJ L 198, 28.7.2017, p. 29, ELI: http://data.europa.eu/eli/dir/2017/1371/oj).

(7) ***[***The Programme is to be implemented in accordance with Regulation (EU) XXX of the European Parliament and of the Council [Performance Regulation][13] which establishes the rules for the expenditure tracking and the performance framework for the budget, including rules for ensuring a uniform application of the principles of 'do no significant harm' and gender equality referred to in Article 33(2), points (d) and (f), of Regulation (EU, Euratom) 2024/2509 respectively, rules for monitoring and reporting on the performance of Union programmes and activities, rules for establishing a Union funding portal, rules for the evaluation of the programmes, as well as other horizontal provisions applicable to all Union programmes such as those on information, communication and visibility.***]***

(8) Measures under the Programme should support ~~enhanced~~***and strengthen*** mutual recognition and enforcement of judgments and judicial decisions in civil and criminal matters, mutual trust between Member States and the necessary approximation of legislation in order to facilitate ***communication and*** cooperation between all the relevant authorities, including by digital means. The Programme should also support the maintenance***, further development of existing*** and setting up of ~~existing and~~ new IT tools or platforms for ~~new~~ judicial cooperation instruments. While harvesting the efficiency gains of digitalisation of justice, the protection of fundamental rights, in accordance with the Charter, ~~as well~~***such*** as safeguards against inequalities, discrimination ~~and~~***,*** exclusion ***and misuse of personal data*** should be ensured. ***The Programme should be implemented in a manner that ensures coherence with other Union programmes and instruments fostering synergies and avoiding duplication of activities.***

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[13] Proposal for a Regulation (EU) XXX of the European Parliament and of the Council establishing a budget expenditure tracking and performance framework and other horizontal rules for the Union programmes and activities (OJ L …, …., ELI: …).

(8a) ***The Programme should support actions aimed at achieving the general and specific objectives as defined in this Regulation. These actions could consist in awareness-raising on Union policies and the application of Union law; mutual learning and exchange of good practices; analytical and monitoring activities to improve knowledge and understanding of potential obstacles to the smooth functioning of a Union area of justice; actions related to the implementation of Union law and policies in the Member States; training and capacity building; facilitating cooperation, peer to peer exchanges and new working methods between members of the judiciary, judicial staff and other justice professionals associated with justice system; developing digital skills as well as e-justice tools, including further developing existing digital platforms supporting access to justice and cooperation between relevant authorities; developing and maintaining information and communication technology (ICT) infrastructure and interoperability; developing the capacity of key European-level networks and European judicial networks; enhancing knowledge of the Programme and the dissemination of its results.***

(9) The Programme should, in all its activities, promote the rule of law also by supporting efforts to improve the independence***, impartiality***, quality and efficiency of national justice systems in order to enhance mutual trust, which is indispensable for judicial cooperation in civil and criminal matters***, thereby supporting the enforcement and application of the Union acquis in the area of justice***.

PUBLIC

(10) In civil matters, the Programme should support the protection of individual rights in civil and commercial cases~~, including Anti-SLAPP (strategic lawsuits against public participation),~~ and promote greater convergence in civil law. This will help eliminate obstacles to satisfactory and efficiently functioning judicial and extrajudicial procedures for the benefit of all parties in a dispute***. The Programme should also support actions designed to prevent and address strategic lawsuits against public participation (SLAPP), in full complementarity with the AgoraEU Programme***. To support the effective enforcement and practical application of Union law in this area, the Programme should also support the functioning of the European Judicial Network in civil and commercial matters established by Council Decision 2001/470/EC[14].

(11) In criminal matters, the Programme should help implement rules and procedures to ensure the recognition of judgments and decisions throughout the Union and support the protection of the Union financial interests. It should contribute to removing obstacles to effective mutual trust and cooperation, including through support for measures that ensure the correct transposition of Union legal acts approximating national criminal laws. The Programme should also support actions aimed at facilitating cooperation in relation to forms of serious crime**,** such as corruption, terrorism and environmental crime. In particular, the Programme should enhance coordination and cooperation between law enforcement, judicial authorities and other competent authorities. Furthermore, it should support cooperation with and awareness raising of the role of Union bodies and agencies, such as the European Union Agency for Criminal Justice Cooperation (Eurojust) and the EPPO, thereby enabling a more integrated system of judicial cooperation in the Union.

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14 Council Decision 2001/470/EC of 28 May 2001 establishing a European Judicial Network in civil and commercial matters (OJ L 174, 27.6.2001, p. 25, ELI: http://data.europa.eu/eli/dec/2001/470/oj).

(12) The Programme should contribute to improving non-discriminatory access to justice for all and should support activities to protect the rights of victims of crime as well as the procedural rights of suspects and accused persons in criminal proceedings as well as requested persons in European Arrest Warrant (EAW) proceedings. Access to justice should include, in particular, access to courts, alternative methods of dispute resolution ***or restorative justice processes***, and legal advice to be provided in an independent ~~and impartial~~ manner by ***justice professionals, including*** public office-holders. Particular attention should be given to improved implementation of the various Union legal acts for the protection of victims of crime, as well as to actions aimed at the exchange of best practices between competent authorities, including judicial authorities, law enforcement authorities, legal practitioners and at supporting the improvement of the knowledge and use of collective redress instruments. Moreover, support should be given to activities which facilitate effective and equal access to justice for persons who face discrimination ***based on any of the grounds listed in Article 21 of the Charter*** or are in a situation of vulnerability ~~(such as persons with disabilities in accordance with Article 13 of the United Nations Convention on the Rights of Persons with Disabilities[15], children, minorities, LGBTIQ+ persons and victims of gender-based violence, domestic violence and other forms of interpersonal violence~~. The Programme should also support activities of civil society organisations which contribute to those objectives.

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15 ~~OJ L 23, 27.01.2010, p. 37, ELI: http://data.europa.eu/eli/convention/2010/48(1)/oj.~~

(13) The Programme should support the training of the judiciary and judicial staff. Training activities should contribute to the implementation of Union strategic priorities, including for instance, training on civil and criminal law, on the effective application of the Charter, on mutual recognition as well as ***training and exchange of good practices*** on procedural safeguards***,*** ~~(~~including safeguards ~~for~~***to protect against*** strategic lawsuits against public participation (anti-SLAPP~~)~~). Training activities under the Programme should have a strong focus on digitalisation of justice, providing a supportive environment for the judiciary and judicial staff, including through increasing digital skills, knowledge and awareness. Training should also support the digitalisation of cross-border judicial proceedings. Support to training should happen in synergy with measures at national level, thus leveraging the impact of the Programme.

(13a) For the purposes of this Regulation, the term 'judiciary and judicial staff' should be interpreted widely to include judges, prosecutors, court and prosecutors' office staff, as well as any other justice professionals associated with the judiciary or otherwise participating in the administration of justice, irrespective of the definition in national law, legal status or internal organisation, such as lawyers, notaries, bailiffs or enforcement officers, insolvency practitioners, mediators, court interpreters and translators, court experts, legal aid providers and legal aid workers, prison staff and probation officers and any other relevant professionals involved in legal proceedings and in the protection of victims.

(13b) Judicial training can involve different actors, such as Member States' legal, judicial and administrative authorities. Judicial training can also involve academic institutions, national bodies responsible for judicial training, European-level training organisations or networks, or networks of court coordinators of Union law.

PUBLIC

(14) The Programme should support the annual work programme of the European Judicial Training Network (EJTN), which is an essential actor with regard to judicial training and plays an important role in supporting and implementing the objectives of European judicial training policy. The EJTN is the only network at Union level bringing together the judicial training bodies of the Member States. It is therefore in a unique position to organise exchanges and training for the judiciary***, court and prosecution staff*** between Member States and to coordinate the work of national judicial training bodies, thereby fostering synergies between Union supported and nationally funded training and structured communication between the Union and national training providers. Moreover, the EJTN may also include the judicial training bodies of candidate countries and potential candidates as observer members. ***Considering the functions exercised by the EJTN, the Programme should support the role of EJTN as an important partner in organising exchanges, trainings and in disseminating and supporting judicial training policy at Union level.***

(14a) In addition to judicial training, the Programme should support activities aimed at facilitating judicial cooperation in civil and criminal matters, including activities involving central authorities designated pursuant to the relevant instruments of the Union acquis. Such activities should contribute to the specific objectives of the Programme.

PUBLIC

(14b) In the implementation of all of its actions, the Programme should seek to promote gender equality, the rights of the child, inter alia by means of child-friendly justice, the protection of victims and the effective application of the principle of equal rights and non-discrimination based on any of the grounds listed in Article 21 of the Charter.

(15) The protection of children's rights is a core objective of the Union, as enshrined in Article 3(3) of the TEU and Article 24 of the Charter. In all actions concerning children, the best interests of the child are to be a primary consideration. That is essential also for the legitimacy and effectiveness of justice systems. Children involved in legal proceedings, whether as witnesses, victims, suspects, accused or convicted persons, or other parties, often face significant barriers which undermine their ability to participate effectively and to benefit from appropriate safeguards. Strengthening the capacity of national justice systems and practitioners to address the specific needs of children is therefore necessary to ensure the effective exercise of their rights.

PUBLIC

(16) The Programme should contribute to digitalisation of justice, including by developing, rolling-out and maintaining tools at Union level. It could thus leverage tools facilitating digital communication between courts and ~~parties~~***natural or legal persons and their representatives,*** such as the European Electronic Access Point, allowing easier access to judicial data such as the European Case Law Identifier, or enhancing the efficiency and security of digitalised judicial procedures such as trust services under Regulation (EU) No 910/2014[16] and the European Digital Identity Wallets. A well-functioning Union area of justice with effective and resilient national justice systems is necessary for a flourishing internal market and it is a precondition for economic growth, sound financial markets and competitiveness. Digitalisation enhances the efficiency of cross-border judicial procedures in civil and criminal matters as well as access to justice within the Union, which in turn are a driver for investments. Digitalisation of justice also enables and facilitates the effective and efficient cooperation with other competent authorities in the implementation and enforcement of key pieces of the EU digital rulebook, such as ~~for instance~~***the Regulation[17] and the Directive[18] on the digitalisation of judicial cooperation or*** the Digital Services Act[19]. Digitalising justice systems helps also to reduce costs for both public budgets and end users, while maintaining effective services for citizens and businesses. It enables justice professionals to focus on core tasks, improving the quality and efficiency of proceedings. Digital tools also expand access to justice, by allowing remote communication and easy access to judicial files, thereby enhancing transparency. Moreover, digitalisation strengthens the resilience of national justice systems in times of crisis (such as pandemics), ensuring they can continue to operate effectively for the benefit of citizens and businesses. That strengthens trust in the justice system's ability to function reliably under unexpected circumstances.

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16 ***Regulation (EU) No 910/2014 of the European Parliament and of the Council of 23 July 2014 on electronic identification and trust services for electronic transactions in the internal market and repealing Directive 1999/93/EC (OJ L 257, 28.8.2014, ELI: http://data.europa.eu/eli/reg/2014/910/oj)***

17 ***Regulation (EU) 2023/2844 of the European Parliament and of the Council of 13 December 2023 on the digitalisation of judicial cooperation and access to justice in cross-border civil, commercial and criminal matters, and amending certain acts in the field of judicial cooperation***

18 ***Directive (EU) 2023/2843 of the European Parliament and of the Council of 13 December 2023 amending Directives 2011/99/EU and 2014/41/EU of the European Parliament and of the Council, Council Directive 2003/8/EC and Council Framework Decisions 2002/584/JHA, 2003/577/JHA, 2005/214/JHA, 2006/783/JHA, 2008/909/JHA, 2008/947/JHA, 2009/829/JHA and 2009/948/JHA, as regards digitalisation of judicial cooperation (OJ L, 2023/2843, 27.12.2023, ELI: http://data.europa.eu/eli/dir/2023/2843/oj)***

19 ***Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a Single Market For Digital Services and amending Directive 2000/31/EC (Digital Services Act) (OJ L 277, 27.10.2022, p. 1, ELI: http://data.europa.eu/eli/reg/2022/2065/oj)***

(16a) The Programme should be open for participation of third countries where this is in the interest of the Union. To this extent, the Union may allow for full or partial association to the Programme of third countries to the constituent activities of the Programme where relevant international agreements are in force with that state and in accordance with the conditions laid down therein. The third countries should also include the category of European micro-states (the Principality of Andorra, the Principality of Monaco, the Republic of San Marino and the Vatican City State). Association to the Programme should be subject to a fair balance of contribution and benefits of the third country and ensure the protection of the financial and security interests of the Union. When deciding on the participation of third countries, the respective prerogatives of the European Parliament, the Council and the Commission under Article 218 TFEU are to be observed.

(17) The Union must protect its security interest against suppliers which could represent a persistent security risk due to the potential interference from third countries as well as their security, notably cybersecurity. It is therefore necessary to reduce the risk of persisting dependency on high-risk suppliers in the internal market, including in the ICT supply chain, as they could have potentially serious negative impacts on security for users and companies across the Union and the Union's critical infrastructure in terms of the integrity of data and services as well as the availability of service. This restriction should be based on a proportionate risk assessment and associated mitigation measures as defined in the Union policies and laws.

(18) The Commission should ensure overall consistency, complementarity and synergies with the work of Union bodies, offices and agencies, in particular Eurojust, the European Union Agency for Fundamental Rights (FRA), the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA) and the EPPO, and should take into account the work of other national and international actors in the areas covered by the Programme***, thereby reinforcing coherence and avoiding duplication of activities***.

(19) In order to ensure the efficient allocation of funds from the general budget of the Union, it is necessary to ensure that all actions carried out under the Programme have Union added value, complement Member States' actions and are consistent with other Union actions. Consistency, complementarity and synergies should be sought in particular with funding programmes supporting policy areas that are closely interlinked, such as the National and Regional Partnership Plans (established by Regulation XXX of the European Parliament and of the Council [NRP Regulation][20]), the ***relevant Home Affairs financial instruments on Asylum, Migration and Integration (AMI)[21], Border Management and Visa (BMV)[22] and Internal Security (IS)[23], the*** AgoraEU programme (established by Regulation XXX of the European Parliament and of the Council [AgoraEU],~~[24]~~), and external actions supported by Global Europe (established by Regulation XXX of the European Parliament and of the Council[25]). ***Such synergies should be pursued while ensuring that this Programme remains accessible to all judicial authorities and justice professionals in accordance with the provisions of this Regulation.***

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20 Proposal for a Regulation (EU) XXX of the European Parliament and of the Council establishing the European Fund for economic, social and territorial cohesion, agriculture and rural, fisheries and maritime, prosperity and security for the period 2028-2034 and amending Regulation (EU) 2023/955 and Regulation (EU, Euratom) 2024/2509, COM(2025) 565 final.

21 Proposal for a Regulation ~~(EU) XXX~~ of the European Parliament and of the Council establishing the ~~'AgoraEU' programme~~***Union support for asylum, migration and integration*** for the period ***from 2028 to 2034***~~2028-2034, and repealing Regulations (EU) 2021/692 and (EU) 2021/818~~, COM(2025) ~~550~~***540*** final.

22 Proposal for a Regulation ~~(EU) XXX~~ of the European Parliament and of the Council establishing ~~Global Europe, COM/2025/551~~***the Union support for the Schengen area, for European integrated border management and for the common policy on visas for the period from 2028 to 2034, COM(2025) 541*** final.

23 ***Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for internal security for the period from 2028 to 2034, COM(2025) 542 final.***

24 ***Proposal for a Regulation (EU) XXX of the European Parliament and of the Council establishing the 'AgoraEU' programme for the period 2028-2034, and repealing Regulations (EU) 2021/692 and (EU) 2021/818, COM(2025) 550 final.***

25 ***Proposal for a Regulation (EU) XXX of the European Parliament and of the Council establishing Global Europe, COM/2025/551 final.***

(19a) In order to ensure uniform conditions for the implementation of this Regulation, implementing powers should be conferred on the Commission. Those powers should be exercised in accordance with Regulation (EU) No 182/2011 of the European Parliament and of the Council[26].

(19b) In order to ensure transparency, predictability and balanced participation of all Member States in the preparation and implementation of actions under this Regulation, the Commission should be assisted by a Committee within the meaning of Regulation (EU) No 182/2011. Through this mechanism, Member States will contribute to the preparation and consistency of the annual and multiannual work programmes.

(19c) Since the objectives of this Regulation, namely to contribute to the further development of a European area of justice based on the rule of law, mutual recognition and mutual trust, in particular by promoting judicial cooperation in civil and criminal matters, cannot be sufficiently achieved by the Member States but can rather, by reason of the scale and effect of the action, be better achieved at Union level, the Union may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 of the TEU. In accordance with the principle of proportionality as set out in that Article, this Regulation does not go beyond what is necessary in order to achieve those objectives.

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[26] *Regulation (EU) No 182/2011 of the European Parliament and of the Council of 16 February 2011 laying down the rules and general principles concerning mechanisms for control by the Member States of the Commission's exercise of implementing powers (OJ L 55, 28.2.2011, p. 13, ELI: http://data.europa.eu/eli/reg/2011/182/oj).*

(20) The Programme replaces the programme established by Regulation (EU) 2021/693 for the programming period 2021-2027 which should therefore be repealed.

(21) In accordance with Articles 1 and 2 of Protocol No 22 on the position of Denmark, annexed to the TEU and to the TFEU, Denmark is not taking part in the adoption of this Regulation and is not bound by it or subject to its application.

(22) In accordance with Article 3 of Protocol No 21 on the position of the United Kingdom and Ireland in respect of the area of freedom, security and justice, annexed to the TEU and the TFEU, Ireland has notified**,** ~~[,~~by letter of ~~...~~***17 December 2025***~~,]~~ its wish to take part in the adoption and application of this Regulation.

~~or~~

~~In accordance with Articles 1 and 2 of Protocol No 21 on the position of the United Kingdom and Ireland in respect of the area of freedom, security and justice, annexed to the TEU and to the TFEU, and without prejudice to Article 4 of that Protocol, Ireland is not taking part in the adoption of this Regulation and is not bound by it or subject to its application,~~

HAVE ADOPTED THIS REGULATION:

PUBLIC

Article 1

Subject matter

This Regulation establishes the Justice programme (the 'Programme') and lays down the objectives of the Programme, its budget ***/***for the period 2028-2034***/***, the forms of Union funding and the rules for providing such funding.

Article 2

Definition

For the purposes of this Regulation, 'judiciary and judicial staff' means judges, prosecutors and members of staff of courts and of prosecutors' offices, as well as any other justice professionals associated with the ~~justice systems or otherwise participating in the administration of justice, irrespective of the definition in national law, legal status or internal organisation, such as lawyers, notaries, bailiffs or enforcement officers, insolvency practitioners, mediators, court interpreters and translators, court experts, prison staff and probation officers~~***judiciary***.

Article 3

Programme objectives

1. The general objective of the Programme is to contribute to the further development of an efficient, inclusive, resilient and digitalised Union area of justice, based on the rule of law, mutual recognition and mutual trust, thereby also strengthening democracy and the protection of fundamental rights, and contributing to the Union's growth and competitiveness, as well as the digitalisation of justice ~~at the Union level~~.

2. The Programme has the following specific objectives:

(a) to facilitate ~~and~~**,** support ***and enhance*** judicial cooperation in civil and criminal matters, and to promote the rule of law, in particular the independence~~,~~ ***and impartiality of the judiciary and the*** quality and efficiency of justice systems, including through improving the effective cross-border recognition and enforcement of judicial decisions;

(b) to promote and support training ***and capacity building*** of the judiciary and judicial staff***, notably through peer-to-peer exchanges***, with a view to: promoting the rule of law, fundamental rights and democracy; fostering a common legal and judicial culture; ensuring the consistent and effective implementation of the relevant Union legal instruments; and providing a supportive environment for the digitalisation of judicial cooperation and justice systems~~.~~***;***

(c) to facilitate and support effective and non-discriminatory access to justice for all and effective remedy, including by digital means, by promoting efficient civil and criminal procedures and by promoting and supporting the rights of all victims of crime and the procedural rights of suspects and accused persons in criminal proceedings as well as of requested persons in European Arrest Warrant proceedings.

[*Article 4*

Budget

1. The indicative financial envelope for the implementation of the Programme for the period from 1 January 2028 to 31 December 2034 is set at EUR 798 000 000 in current prices.

2. Appropriations may be entered in the Union budget beyond 2034 to cover the expenses necessary and to enable the management of actions not completed by the end of the Programme.

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3. The financial envelope referred to in paragraph 1 of this Article and the amounts of additional resources referred to in Article 5 may also be used for technical and administrative assistance for the implementation of the Programme, such as preparatory, monitoring, control, audit and evaluation activities, corporate information technology systems and platforms, information and communication activities, including corporate communication on the political priorities of the Union, and all other technical and administrative assistance or staff-related expenses incurred by the Commission for the management of the Programme.***/***

Article 5

Additional resources

1. Member States, Union institutions, bodies and agencies, third countries, international organisations, international financial institutions, or other third parties, may make additional financial or non-financial contributions to the Programme. Additional financial contributions shall constitute external assigned revenue within the meaning of Article 21(2), points (a), (d), or (e) or Article 21(5) of Regulation (EU, Euratom) 2024/2509.

2. Resources allocated to Member States under shared management may, at their request, be made available to the Programme. The Commission shall implement those resources directly or indirectly in accordance with Article 62(1), point (a) or (c), of Regulation (EU, Euratom) 2024/2509. They shall be additional to the amount referred to in Article 4(1) of this Regulation. Those resources shall be used for the benefit of the Member State concerned. Where the Commission has not entered into a legal commitment under direct or indirect management for additional amounts thus made available to the Programme, the corresponding uncommitted amounts may, at the request of the Member State concerned, be transferred back to one or more respective source programmes or their successors.

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Article 6

Alternative, combined and cumulative funding

1. The Programme shall be implemented in synergy with other Union programmes. An action that has received a Union contribution from another programme may also receive a contribution under the Programme. The rules of the relevant Union programme shall apply to the corresponding contribution or a single set of rules may be applied to all contributions and a single legal commitment may be concluded. If the Union contribution is based on eligible costs, the cumulative support from the Union budget shall not exceed the total eligible costs of the action and may be calculated on a pro-rata basis in accordance with the documents setting out the conditions for support.

2. Award procedures under the Programme may be jointly conducted under direct or indirect management with Member States, Union institutions, bodies and agencies, third countries, international organisations, international financial institutions, or other third parties ('partners to the joint award procedure'), provided the protection of the financial interests of the Union is ensured. Such procedures shall be subject to a single set of rules and lead to the conclusion of single legal commitments. For that purpose, the partners to the joint award procedure may make resources available to the Programme in accordance with Article 5 of this Regulation, or the partners may be entrusted with the implementation of the award procedure, where applicable in accordance with Article 62(1), point (c), of Regulation (EU, Euratom) 2024/2509. ~~For the purposes of~~***In joint award procedures, representatives of the partners to the joint award procedure may also be members of the evaluation committee referred to in*** Article 153(3) of Regulation (EU, Euratom) 2024/2509~~, in joint award procedures the evaluation committee may be partially composed by members that are representatives of the partners in that procedure~~.

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Article 7

Third countries associated to the Programme

1. The Programme may be opened to the participation of the following third countries through full or partial association ***to the Programme***, in accordance with the objectives laid down in Article 3 and ~~in accordance with the relevant international agreements or any decisions adopted under the framework of those agreements and~~ applicable to:

   (a) members of the European Free Trade Association which are members of the European Economic Area, ***in accordance with the conditions laid down in the Agreement on the European Economic Area,*** as well as European micro-states ***(the Principality of Andorra, the Principality of Monaco, the Republic of San Marino and the Vatican City State), in accordance with the conditions laid down in the relevant agreements***;

   (b) acceding countries, candidate countries and potential candidates***, in accordance with the general principles and general terms and conditions for the participation of those countries in Union programmes established in the respective framework agreements, protocols and Association Council decisions or in similar agreements and in accordance with the specific conditions laid down in agreements between the Union and those countries***;

   (c) European Neighbourhood Policy countries***, in accordance with the general principles and general terms and conditions for the participation of those countries in Union programmes established in the respective framework agreements, protocols and Association Council decisions or in similar agreements and in accordance with the specific conditions laid down in agreements between the Union and those countries***;

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(d) other third countries***, in accordance with the conditions laid down in a specific international agreement covering the participation of the third country to any Union programme***.

2. The ~~association~~ agreements for participation in the ~~Programmes~~***Programme referred to in paragraph 1*** shall:

(a) ensure a fair balance as regards the contributions and benefits of the third country participating in the Programme;

(b) lay down the conditions of participation in the Programme, including the calculation of financial contributions, consisting of an operational contribution and a participation fee, to ~~a~~***the*** programme and its general administrative costs;

(c) not confer on the third country any decision-making power in the Programme;

(d) guarantee the rights of the Union to ensure sound financial management and to protect its financial interests;

(e) where relevant, ensure the protection of security and public order interests of the Union.

For the purposes of ~~the first subparagraph~~***paragraph 2***, point (d), the third country shall grant the necessary rights and access required under Regulations (EU, Euratom) 2024/2509 and (EU, Euratom) ~~883/2013~~***No 883/2013***, and guarantee that ~~enforcement~~ decisions imposing a pecuniary obligation on ***persons other than States in the meaning*** ~~the basis~~ of Article 299 ~~of the Treaty on the Functioning of the European Union~~***TFEU***, as well as ~~judgements~~***judgments*** and orders of the Court of Justice of the European Union, are enforceable.

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Article 8

Implementation and forms of Union funding

1. The Programme shall be implemented in accordance with Regulation (EU, Euratom) 2024/2509, under direct management or under indirect management with entities referred to in Article 62(1), point (c), of that Regulation.

2. Union funding may be provided in any form in accordance with Regulation (EU, Euratom) 2024/2509, in particular grants, procurement and non-financial donations.

3. Where Union funding is provided in the form of a grant, funding shall be provided as financing not linked to costs or, where necessary, simplified cost options, in accordance with Regulation (EU, Euratom) 2024/2509. Funding may be provided in the form of actual eligible cost reimbursement only where the objectives of an action cannot be achieved otherwise.

4. For the purposes of Article 153(3) of Regulation (EU, Euratom) 2024/2509, the evaluation committee may be composed partially or fully of independent external experts.

Article 9

Eligibility

1. Eligibility criteria shall be set to support achievement of the objectives laid down in Article 3 of this Regulation, in accordance with Regulation (EU, Euratom) 2024/2509 and shall apply to all award procedures under the Programme.

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2. In award procedures under direct and indirect management, one or more of the following legal entities may be eligible to receive Union funding:

(a) entities established in a Member State;

(b) entities established in ~~an associated~~***a*** third country ***associated to the Programme***;

(c) international organisations;

(d) other entities established in ~~non-associated~~ third countries ***not associated to the Programme*** where the funding of such entities is essential for implementing the action and contributes to the objectives laid down in Article 3.

3. In addition to Article 168(2) and (3) of Regulation (EU, Euratom) 2024/2509, ~~associated~~ third countries ***associated to the Programme*** referred to in Article 7 (1) of this Regulation may, where relevant, participate in and benefit from any procurement mechanisms set out in Article 168(2) and (3) of Regulation (EU, Euratom) 2024/2509. Rules applicable to Member States shall be applied, mutatis mutandis, to participating associated third countries.

4. Award procedures affecting security or public order, in particular concerning strategic assets and interests of the Union or its Member States, shall be restricted in accordance with Article 136 of Regulation (EU, Euratom) 2024/2509. In accordance with Article 136 of Regulation (EU, Euratom) 2024/2509, eligibility restrictions ~~shall~~***may*** apply to high-risk suppliers ~~in line with Union law, for security reasons~~.

5. The work programme referred to in Article 110 of Regulation (EU, Euratom) 2024/2509, the calls for proposals and calls for tenders may further specify the eligibility criteria set out in this Regulation or set additional eligibility criteria for specific actions.

6. An operating grant ~~may~~***shall*** be awarded without a call for proposals***, in accordance with the Regulation (EU, Euratom) 2024/2509,*** to the European Judicial Training Network to cover expenditure associated with its permanent work programme.

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Article 10

Work ~~programme~~*programmes*

1. The Programme shall be implemented by work programmes referred to in Article 110 of Regulation (EU, Euratom) 2024/2509.

2. ***The work programmes shall be adopted by the Commission by means of implementing acts. Those implementing acts shall be adopted in accordance with the examination procedure referred to in Article 10a.***

Article 10a

Committee procedure

1. ***The Commission shall be assisted by a committee. This committee shall be a committee within the meaning of Regulation (EU) No 182/2011.***

2. ***Where reference is made to this paragraph, Article 5 of Regulation (EU) No 182/2011 shall apply.***

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Article 11

Repeal

Regulation (EU) 2021/693 is repealed with effect from 1 January 2028.

Article 12

Transitional provisions

1. This Regulation shall not affect the continuation or modification of the actions initiated under Regulation (EU) 2021/693, which shall continue to apply to the actions concerned until their closure.

2. The financial envelope for the Programme may also cover technical and administrative assistance expenses necessary to ensure the transition between the Programme and the measures adopted under Regulation (EU) 2021/693.

Article 13

Entry into force and application

This Regulation shall enter into force on the twentieth day following that of its publication in the Official Journal of the European Union.

It shall apply from 1 January 2028.

This Regulation shall be binding in its entirety and directly applicable in the Member States in accordance with the Treaties.

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Done at Brussels,

For the European Parliament
The President

For the Council
The President

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