



European
Commission



European judicial training 2020

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European judicial training 2020

The success of the EU area of Justice highly depends on the correct and coherent application of EU law. **Judicial training on EU law** has proven to be a successful tool to ensure **the correct and effective application of EU law**, to **foster mutual trust** among justice professionals in cross-border proceedings and to **support the implementation of the EU values and principles**, such as the rule of law.

This ninth report measures the participation of justice professionals in judicial training on EU law in the EU. It also helps to monitor the progress made since the adoption of the European Judicial Training Strategy for 2011-2020.

The report shows that the percentage of participation in training on EU law has **reached a high level**, underlining the great success of the 2011-2020 Strategy, thanks to the strong commitment of the Member States, the Commission, the national and EU training providers as well as the justice professionals. In **2019, over 182 000 justice professionals** received training on EU law. Moreover, the **up-ward trend over the last years continues for different justice professionals** such as prosecutors, court staff and bailiffs.

The report also shows however that **more work needs to be done**. Compared with 2018, the figures show a **slight decrease in the total number of participants** in EU law judicial training. Moreover, the **level of participation in training still differs considerably across Member States and among justice professions**. This may have a negative impact on the uniform and efficient application of EU law.

Against this background, the European Commission has adopted on 2 December the **new European judicial training strategy for 2021-2024** and launched the **European Training Platform (ETP)**. The objective of the **new Strategy** is to support justice systems and justice professionals further, by making them fit for the challenges of the 21st century and making them abreast of the developments of EU law. The strategy builds on the lessons learnt and new developments since the adoption of the 2011 Strategy. It sets **new operational objectives tailored to the needs of different justice professions**. It lays down the framework for **ambitious actions to boost the correct and effective application of EU law** in the EU. **Consolidating a common European judicial culture**, based on the rule of law, fundamental rights and mutual trust, is one of the **flagship actions of the new Strategy**.

The COVID-19 pandemic has brought to the fore the need for the **digitalisation of justice**. The European Commission just put forward a **new approach** towards the digital transformation of justice systems in the EU. A strong focus will be put on training that prepares justice professionals to embrace this new era.

I am pleased that the **European Training Platform (ETP)** is now fully available for use by justice professionals and training providers, enabling them to find **training courses on EU law** organised in the EU and **training material**. The Commission contributes to the platform with up-to-date and ready-to-use training materials or handbooks produced with EU financial support.

Judicial training is a shared competence between the EU, the Member States and the national and EU-level training providers. I therefore **encourage all stakeholders to continue their efforts and continue supporting the European judicial training** so as to swiftly reach the objectives of the new Strategy.

I hope you will enjoy reading the 2020 report.



Didier Reynders
Commissioner for Justice

- In 2011, the European Commission set a target that by 2020 half (800 000) of all justice professionals in the EU should attend training on EU law or on the national law of another Member State. This goal was already reached in 2017, two years ahead of schedule.
- In **2019**, the number of trained justice professionals remained at a remarkable high level: more than **182 000 justice professionals** or **12. 9% of all EU¹ justice professionals** received training on EU law or on the law of another Member State. This represents a **138% increase** in comparison with 2011.
- **Between 2011 and 2019, close to 1.19 million justice professionals** took part in such training activities.
- As in previous years, we can see a steady **upward trend** in the numbers of practitioners trained on EU law. This trend applies in 2019 **especially to judges, prosecutors and court staff's training and to bailiffs' continuous training**.
- However, in comparison with 2018 - an exceptional year - the report shows a **decrease** in the numbers of practitioners trained on EU law, mainly explained by a decrease of **lawyers's** EU law training.
- Training for more than **42 000** participants – 23.14% of all the justice professionals who received training on EU law or on the law of another Member State – and 2.98% of all EU justice professionals was **(co)-funded by the EU** in 2019.
- The achievement of the 2020 quantitative objective ahead of schedule and the new current challenges call **for new ambitious actions** to strengthen judicial training further and to **make justice professionals fit for the challenges of the 21st century and the developments of EU law**.
- **Considerable differences** remain in the level of participation in training across Member States and the various legal professions. **New operational objectives** tailored for the needs of each different justice profession covered by it and **fine-tune EU-level programmes** are therefore set by the **new strategy on European judicial training for 2021-2024**².

Objectives of this report

This is the ninth report on training for justice professionals (judges, prosecutors, court staff, lawyers, notaries and bailiffs) on EU law or the national law of another Member State. It is based on the results of a questionnaire sent in 2020 to Member States' authorities, European networks of legal professionals and their national members, and the main EU-level providers of training for legal practitioners. For the last time, this report charts the progress towards the target set by the Commission (in its 2011 [Communication 'Building trust in EU-wide justice - a new dimension to judicial training'](#)³) of ensuring that half (around 800 000) of all justice professionals in the EU are trained on EU law or the law of another Member State by 2020. On 2 December 2020, together with this report, the Commission adopted a new [Communication 'Ensuring justice in the EU - a European judicial training strategy for 2021-2024'](#) with new qualitative and quantitative objectives.

This report includes for the last time the graph on European judicial training's progression for the EU28. All other data and graphs relate to the EU27 as no UK stakeholder provided data for 2019.

¹ i.e. the EU composed of 27 Member States.

² COM(2020) 713 final; https://ec.europa.eu/info/files/eu-strategy-on-the-training-of-justice-professionals-for-2021-2024_en.

³ COM(2011) 551 final; <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A52011DC0551>.

Main results of the survey

Over 182 000 justice professionals trained in 2018

In 2019, over 182 000⁴ justice professionals (judges, prosecutors, court staff, lawyers, bailiffs and notaries) and their trainees took part in training activities on EU law or the national law of another Member State. Compared to 2018, where over 190 000 justice professionals trained themselves on EU law, the report shows a slight decrease in the total number of participants. However, participation remains at a steady high level.

Over 49 000 practitioners were trained on EU law in the course of their initial training and over 132 000 received continuous training⁵ on EU law.



For this ninth survey, data were available for slightly more national justice professionals than in previous years. However, there is still room for improvement as regards the completeness of these data (especially by private training providers).

Progress per profession between 2011 and 2019

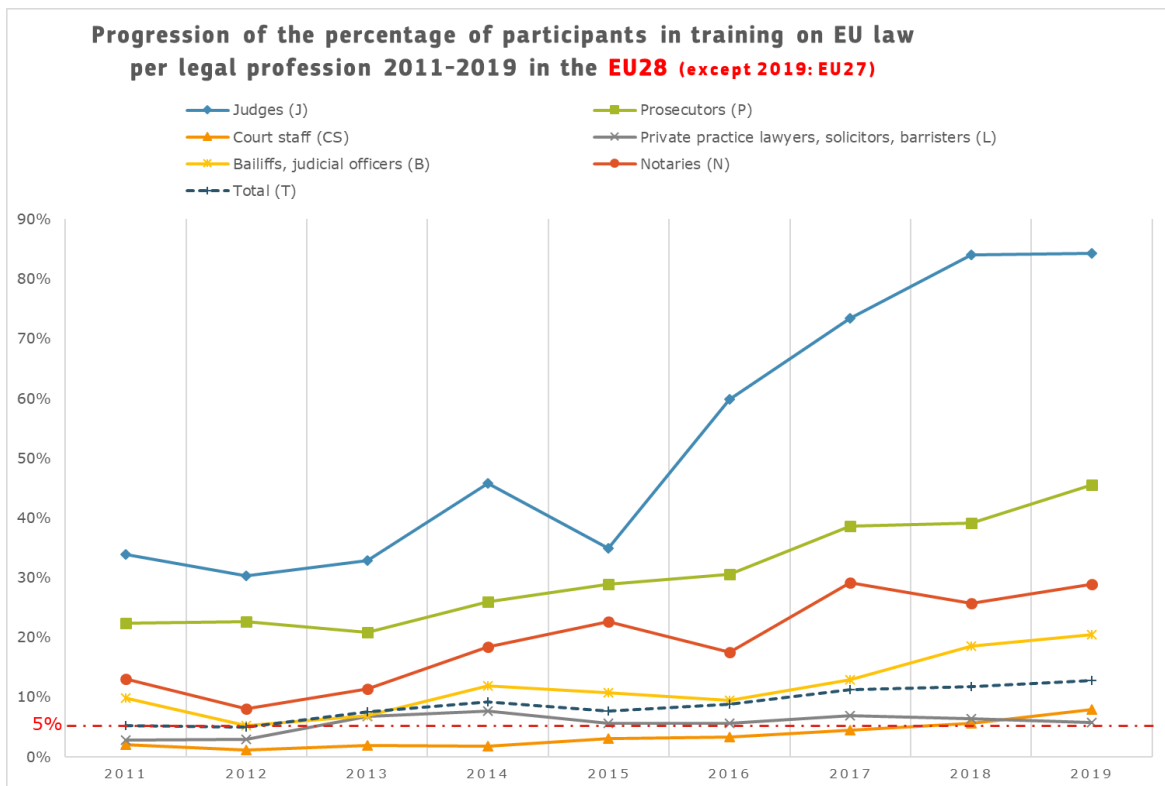
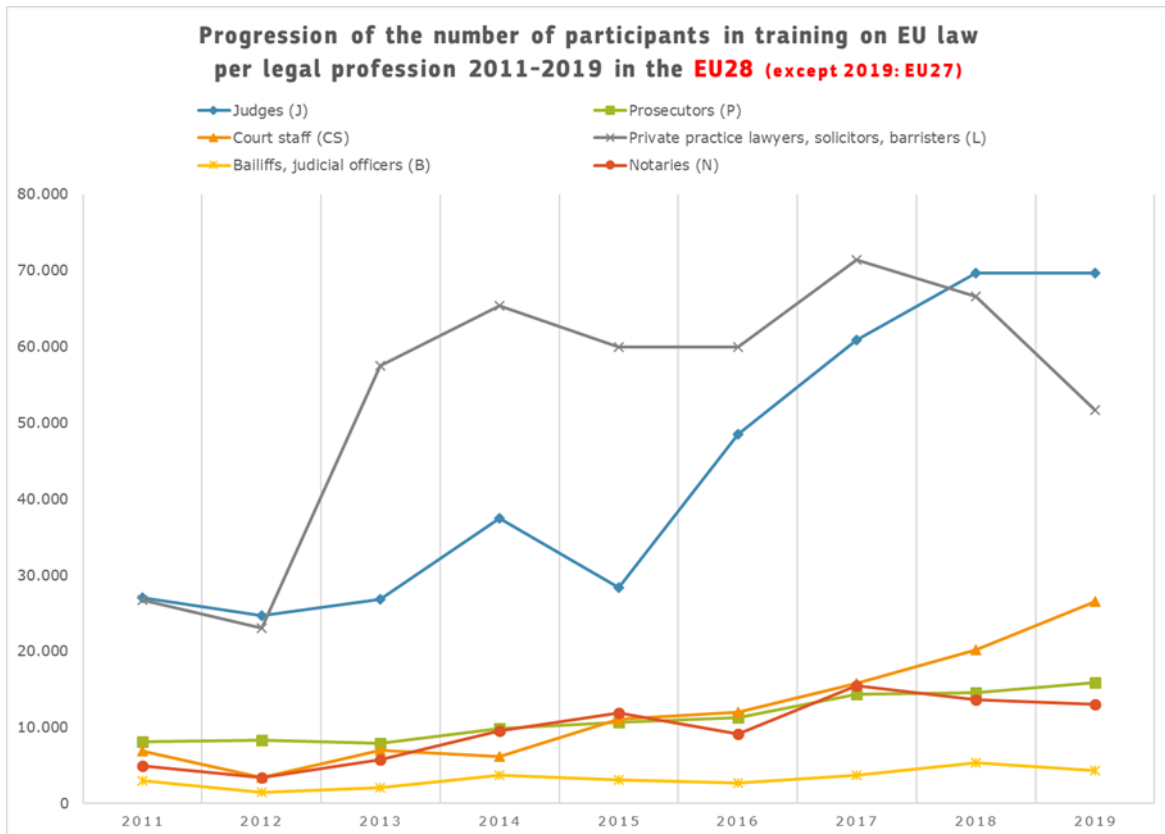
Between 2011 and 2019, close to 1.19million⁶ justice professionals took part in training on EU law or the law of another Member State. The absolute numbers of participants and the percentage they represent in relation to the total number of practitioners vary greatly between the professions, notably because of different training needs but also of training gaps and data collection issues.

⁴ This figure is a lower estimate, due to some gaps in the data. The data are based on information from Member States, training providers and professional organisations and may be incomplete. In compiling the figures, we have taken account of respondents' statements that EU law had been covered in the training of all trainees or in all training activities, where these were accompanied by information on the length of time devoted to EU law or on the topics covered.

⁵ 'Continuous training' is training received after appointment as a fully qualified justice professional, excluding initial or induction training, i.e. basic training received immediately after appointment.

⁶ EU27 data.

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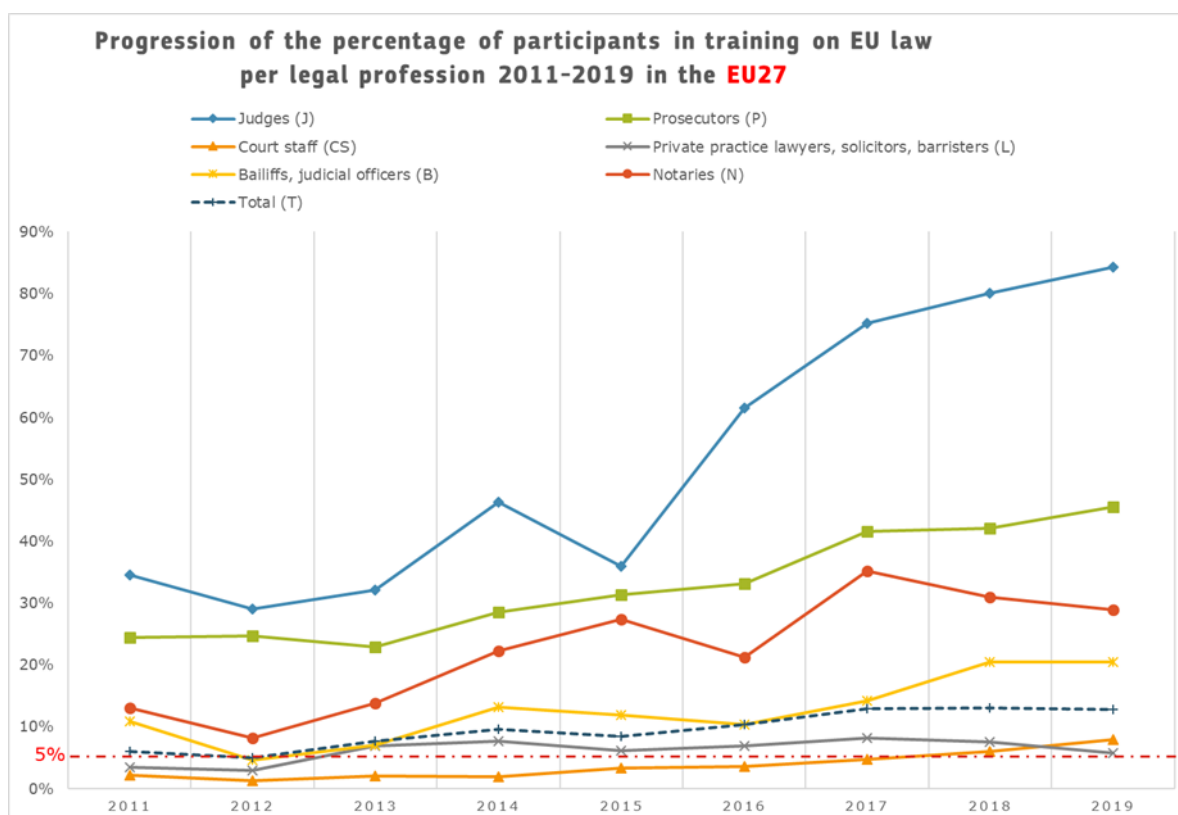
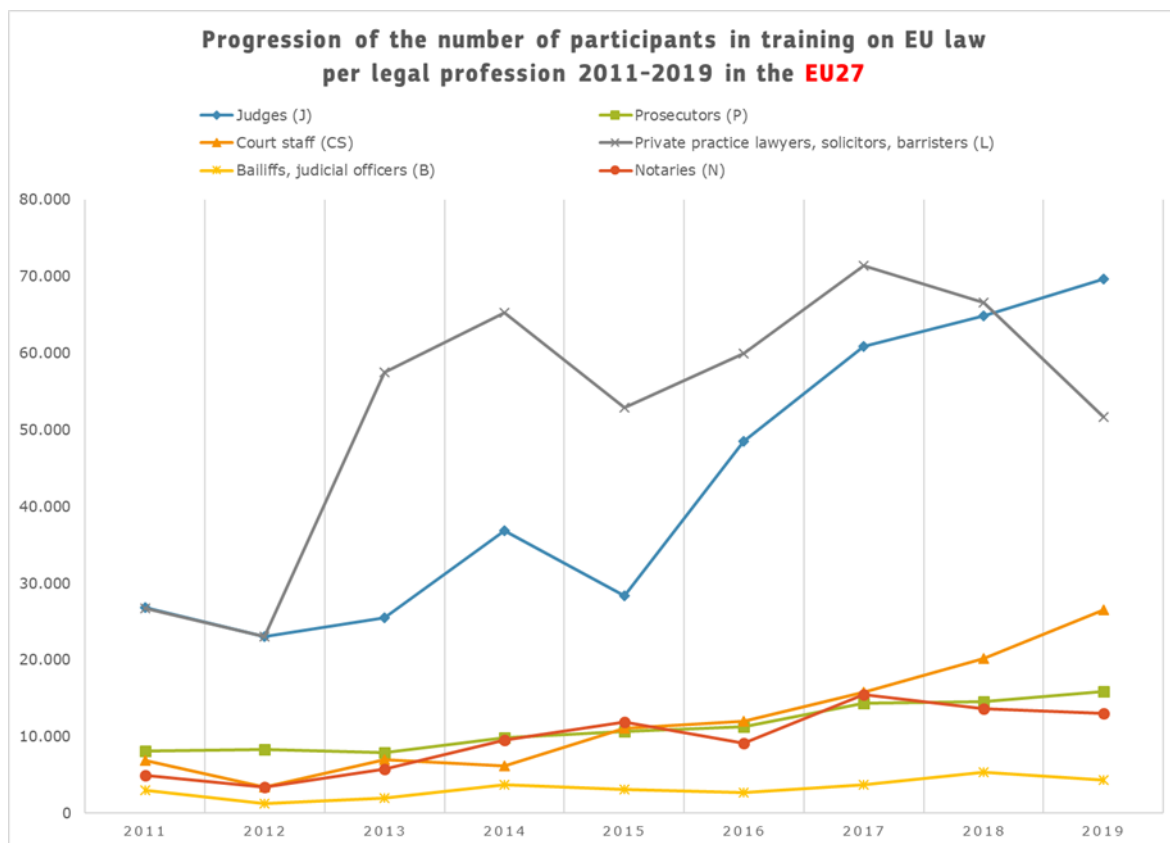


Source: Deloitte and European Commission (based on European Commission data).

Note: these graphs show the data for six legal professions, while the data collected, the other report's graphs and the overall number of trained practitioners comprise patchy information about training of mediators. No UK stakeholder provided any data for 2019.

5 % = minimum needed per year to reach the 2020 target of training half of the legal practitioners on EU law.

European judicial training 2020



Source: Deloitte and European Commission (based on European Commission data).

Note: these graphs show the data for six legal professions, while the data collected, the other report's graphs and the overall number of trained practitioners comprise patchy information about training of mediators.

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Towards 2020 and beyond

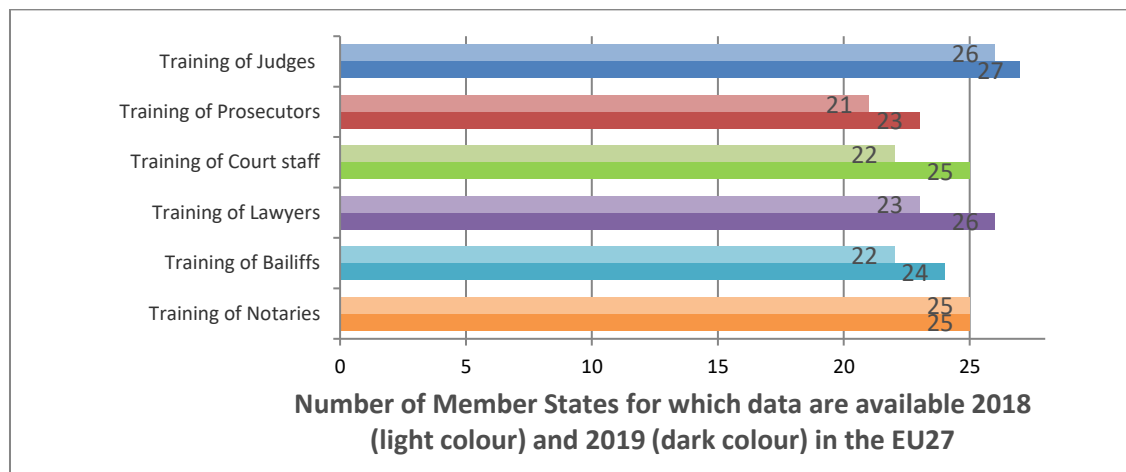
Increases or decreases of training on EU law or another Member State's law may not always correspond to a particular reason, but here we set out general explanations where they are available. In some cases, the reasons may relate to aspects of data collection. In other cases, important improvements in the training offer have occurred in the concerned Member State for a certain profession. Fluctuations for a given Member State or profession may reflect more or less participation or, in certain cases, just data gaps (e.g. where the scope of available data narrows from one year to the next). Available data from a Member State might relate only to certain training providers, regions or types of practitioners.

Data collection method and coherence of collected data

The Commission asked various bodies to collect data:

- the European Judicial Training Network (EJTN), for judges, prosecutors and court staff;
- Member States, for court staff;
- the Council of Bars and Law Societies of Europe (CCBE), for lawyers;
- the European Union of Bailiffs (UEHJ), for bailiffs;
- Notaries of Europe (CNUE), for notaries;
- the Academy of European Law (ERA), the European Institute of Public Administration (EIPA), the European Union Intellectual Property Office (EUIPO), the European Patent Office (EPO), the European Asylum Support Office (EASO) and the European Union Agency for Law Enforcement Training (CEPOL) as regards their courses on EU law for legal practitioners; and
- its own Directorates-General managing funds for European judicial training activities.

Below, as in previous reports, diagrams show year-on-year comparisons. The first diagram illustrates the number of Member States for which at least some data on European judicial training of justice professionals were available from the above-mentioned contact points⁷.



Big differences among Member States and legal professions

The participation rate varies considerably across the various justice professionals and Member States. To some extent, this is a reflection of different training needs or missing data. However, while the needs of the different professions for training on EU law differ (e.g. less of a need for court staff than for judges), more training may be required to meet the needs of some professions in some Member States.

⁷ Data providers from all Member States responded to the Commission's request, but did not always provide all the requested data. No UK stakeholder provided any data for 2019.

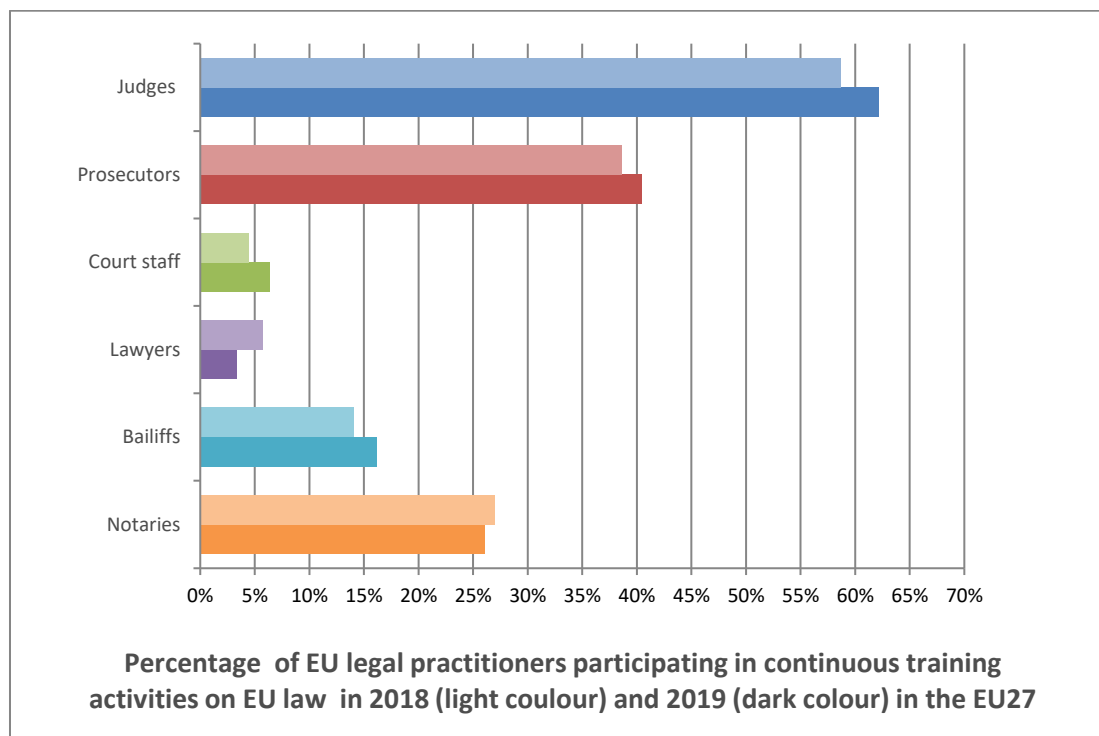
Participation by profession at EU level

The number of 'participants in training activities' may not correspond to the number of individuals trained, since the same person may have taken part in more than one training activity. However, for a given year, the figures are likely to be similar, since it is reasonable to assume that few practitioners are likely to take part in more than one training activity on EU law or the national law of another Member State in any one year.

The numbers of practitioners in each justice profession (as used for calculating the percentages) and the definitions of the professions were taken from the [2020 CEPEJ study on European judicial systems \(data 2018\): Efficiency and quality of justice](#).

The ratio of practitioners participating in **continuous** training activities on EU law and on the law of another Member State (as a proportion of practitioners by profession) is approximately:

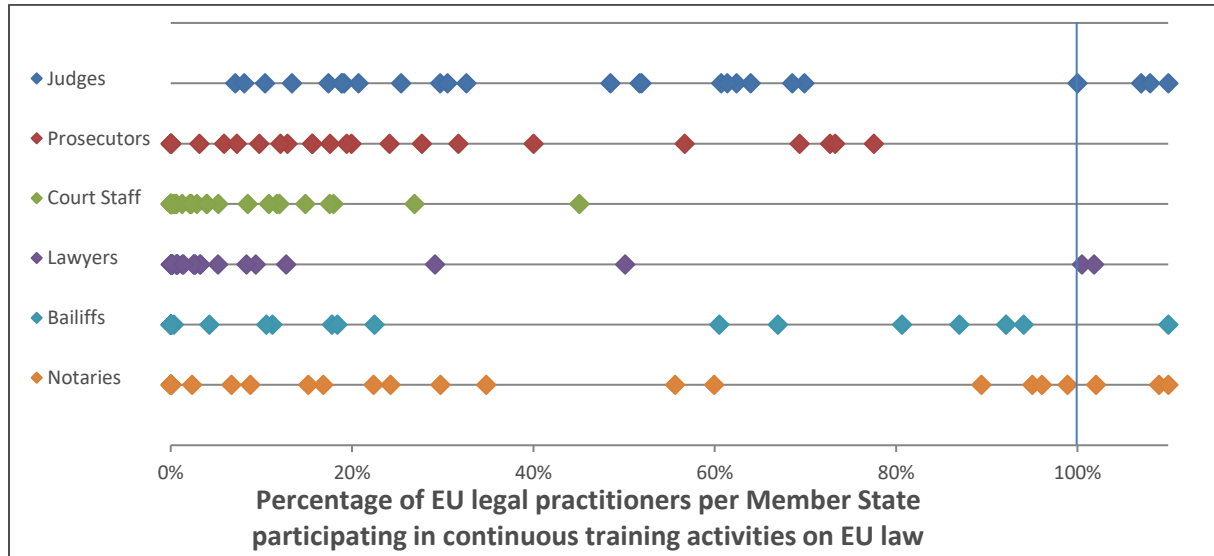
- 62.14% (51 351) of all judges working in the respondent Member States;
- 40.46% (14 117) of all prosecutors working in the respondent Member States;
- 6.40% (21 216) of all court staff working in the respondent Member States;
- 3.36% (30 159) of all lawyers in private practice in the respondent Member States;
- 16.19% (3 433) of all bailiffs practising in the respondent Member States; and
- 26.03% (11 748) of all notaries practising in the respondent Member States.



The absolute numbers of professionals trained in continuous training on EU law in the EU27 in 2019 increased for judges, prosecutors and even more remarkably for court staff (+43%). For bailiffs and notaries, this year's report shows a slight decrease. Lawyers' training figures dropped significantly by almost 40% in comparison with 2018, due to less reported participants in a few large Member States. Again, in proportion, judges, prosecutors and notaries received far more training on EU law or on the law of another Member State than members of other legal professions did.

Participation by profession broken down by Member State

The percentage of justice professionals in a given profession participating in continuous legal training on EU law or on the law of another Member State varies considerably among Member States. In the diagram below, each point represents a Member State and its participation rate. In a few cases, the ratio of participants to membership of a profession exceeds 100%, as some participants took part in more than one activity.



Below, we report on participation in training by Member State by judges, prosecutors, lawyers, notaries and court staff (professions for which we received data from most Member States). For the sake of completeness, we show participation in absolute numbers and as percentages of all members of the profession.

Participation of judges and prosecutors in continuous training by Member State⁸

The following graphs show the **participation of judges and prosecutors in continuous training on EU law and the law of other Member States** for an easier comparison between all countries since initial training does not exist in all Member States. The double-column diagrams allow for a **comparison between 2018 and 2019** data. In the tables with **absolute numbers**, the segment at the top of the columns shows the number of judges/prosecutors who participated in EJTN training activities abroad, since these supplement the training available to them in their home country.

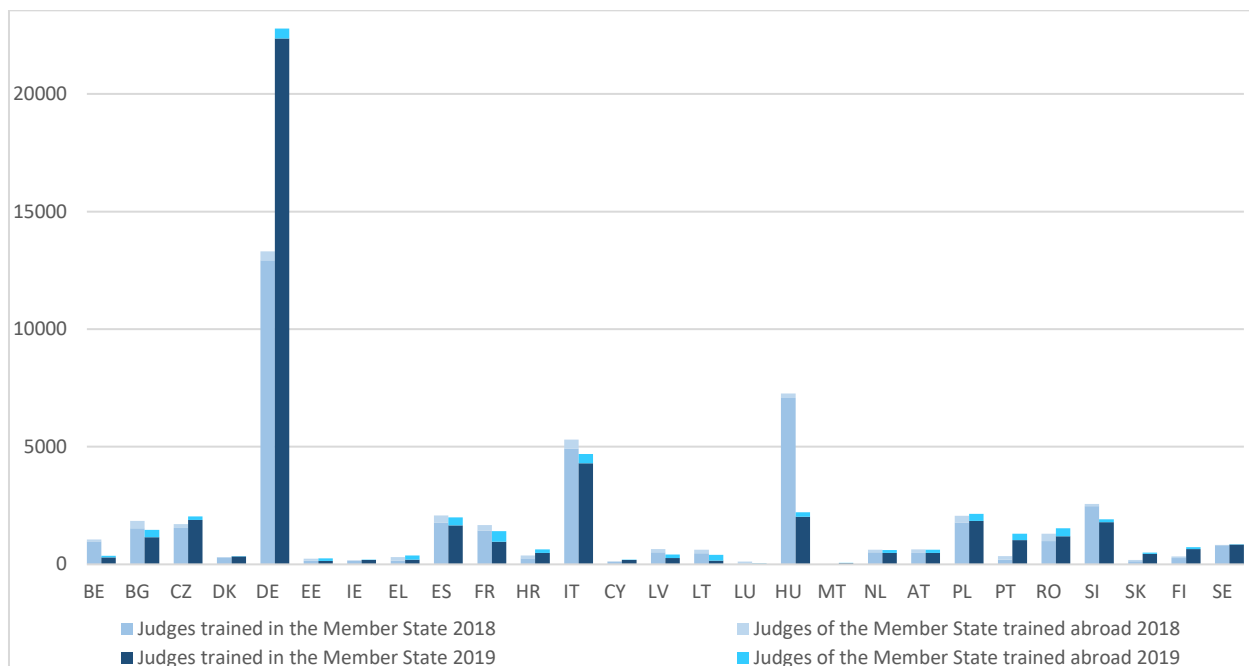
In the tables with **percentages**, a red line indicates the minimum percentage needed to reach the 2020 target of training half the practitioners on EU law or the law of another Member State, i.e. 5 % per year between 2011 and 2020. This target is currently reached by almost all Member States submitting data for judges and prosecutors. Member States with only a few judges and prosecutors can achieve high percentages of trained practitioners by organising only a few activities. For the same reason, percentages in these Member States can easily change from one year to the next, since small differences in absolute numbers cause significant percentage changes.

For **judges** and for **prosecutors**, there is a **moderate increase** for most Member States in comparison with last year.

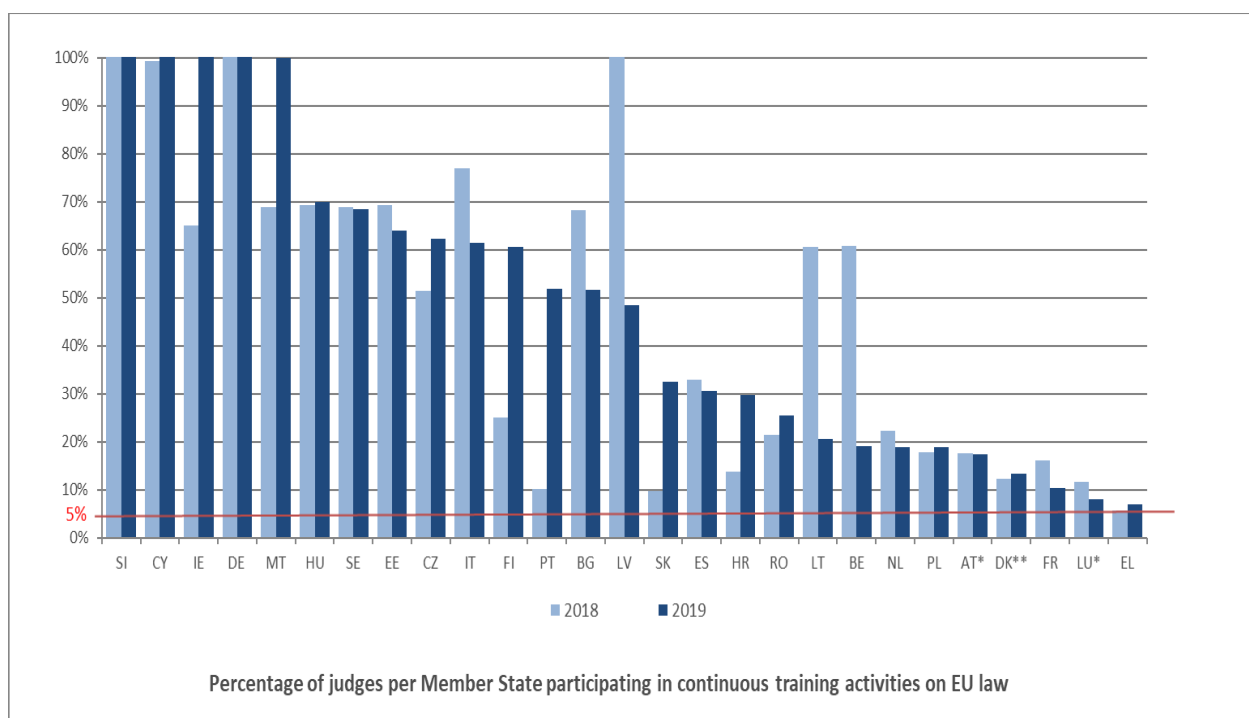
⁸ See list of country abbreviations at the end of this report.

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Continuous training of judges on EU law and the law of other Member States



Note: AT and LU figure include prosecutors; DK figure includes court staff.



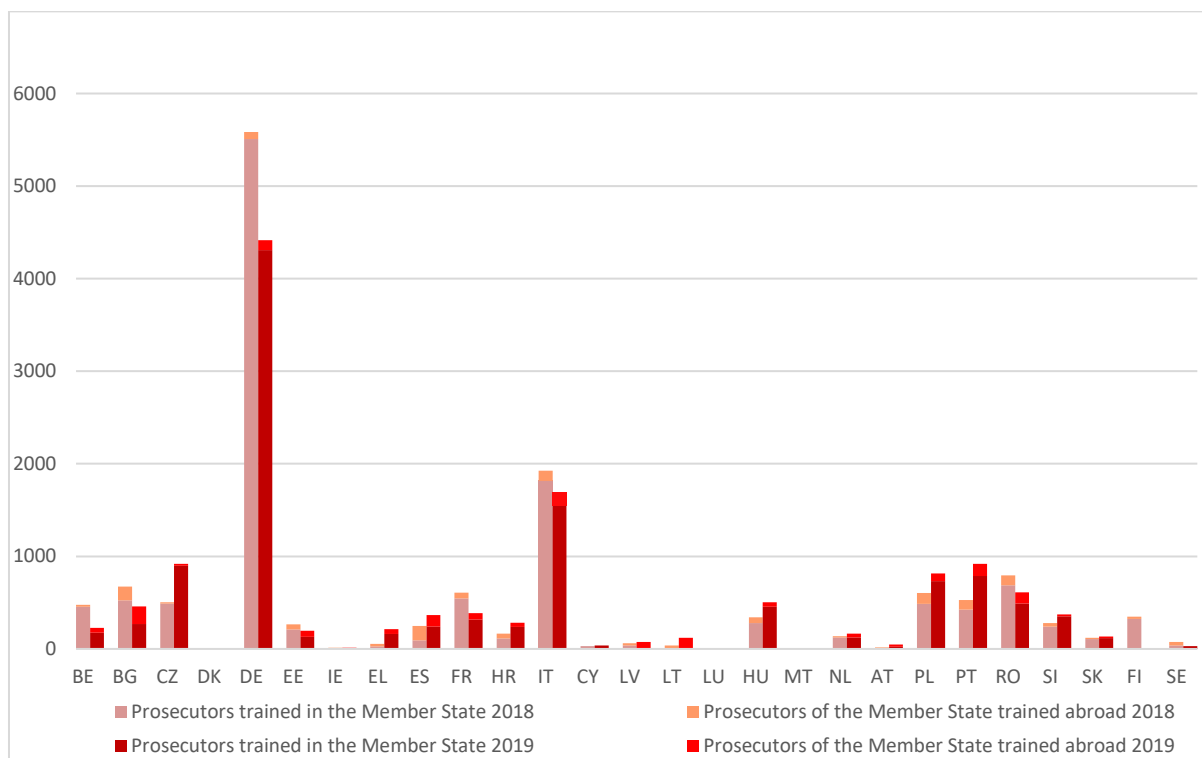
Note: AT and LU figure include prosecutors; **: DK figure includes court staff.

SI – 208%; CY – 162%; IE – 118%; DE – 110%; MT – 100% in 2019 (some judges participated in more than one activity or all judges of the country participated in one activity).

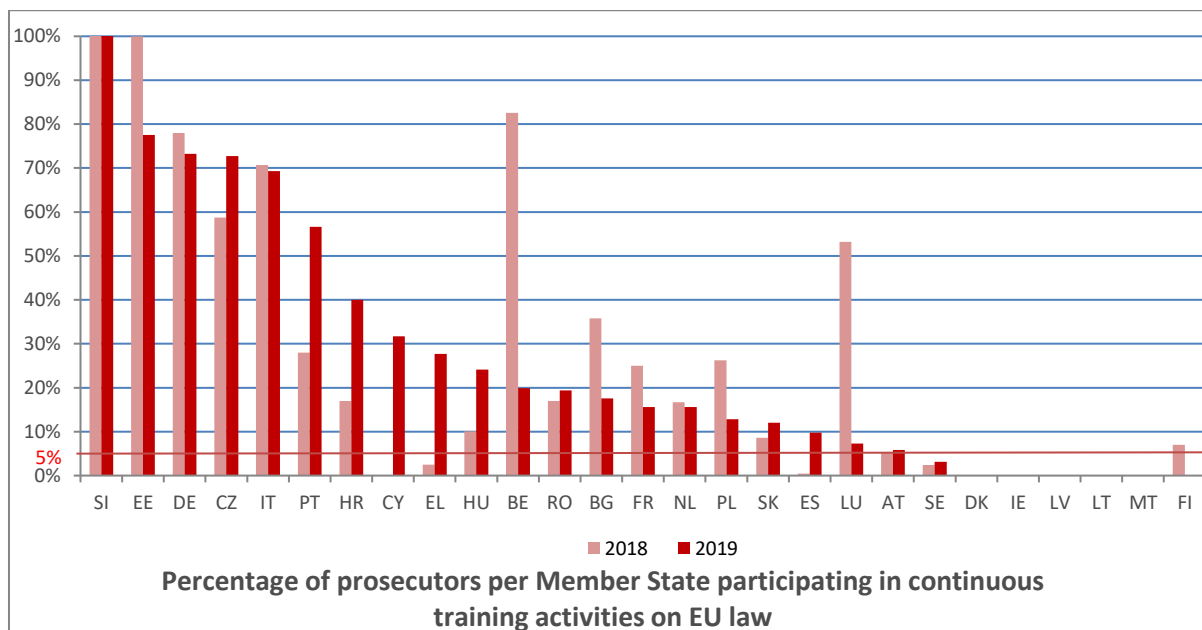
5 % = minimum needed per year to reach the 2020 target of training half of the legal practitioners on EU law.

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Continuous training of prosecutors on EU law and the law of other Member States



Note: AT figure also included in table for judges;
No data available for prosecutors's continuous training in DK, FI, IE, LV, LT and MT.



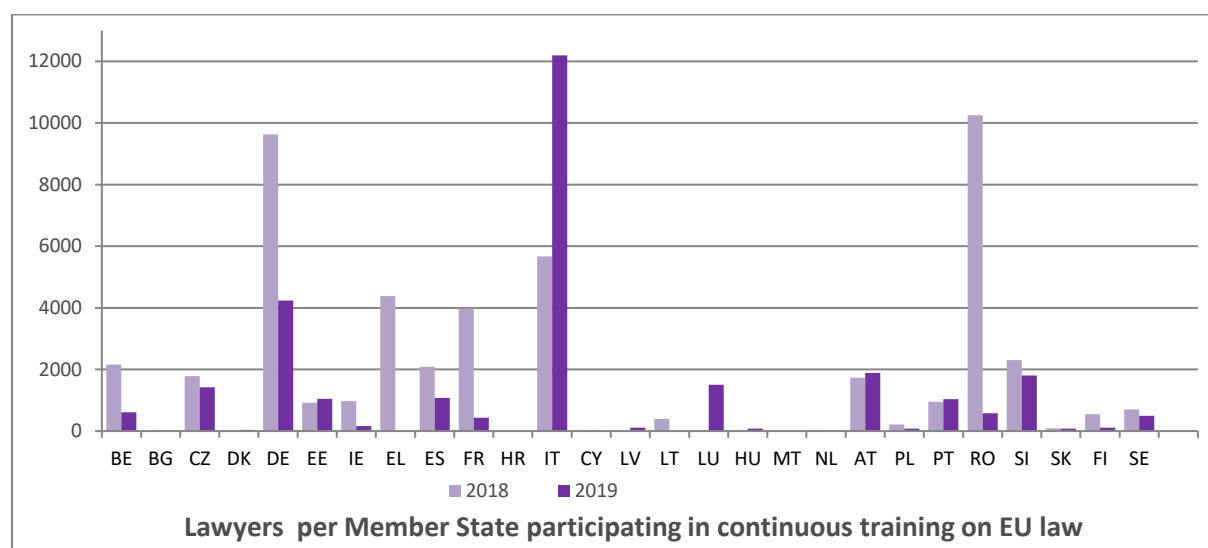
Note: SI – 166% (some prosecutors participated in more than one activity).

5 % = minimum needed per year to reach the 2020 target of training half of the legal practitioners in EU law.

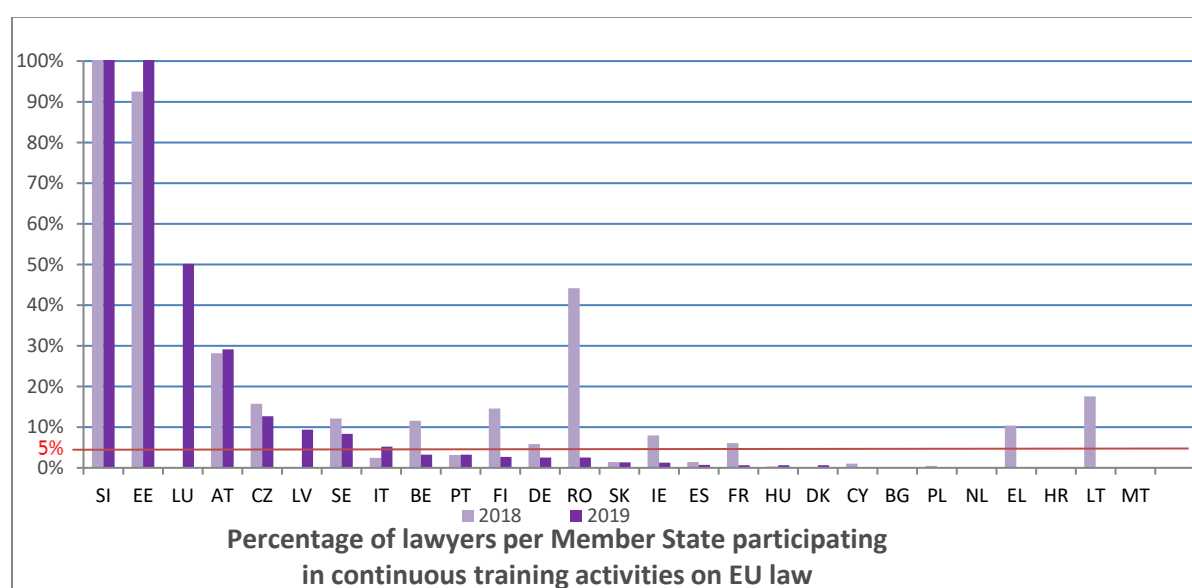
Participation of lawyers in continuous training by Member State

The lack of data from lawyers' private training providers means that we have only a partial picture. Very few private training providers (not connected to bars) provided data, even though in some Member States lawyers rely on them in significant numbers. In some cases, data were available only for certain regions of a Member State or a certain type of lawyer. As shown by the graphs below, the number of lawyers trained has decreased in the majority of responding Member States in comparison with 2018.

In the tables with **percentages**, the red line indicates the minimum percentage of trained participants needed to reach the 2020 target of training half of the practitioners on EU law or on the law of another EU Member State i.e. 5 % per year between 2011 and 2020. Although the majority of Member States for which we received an answer reached the 5 % target, the situation is still not satisfactory, as they are a minority of Member States overall. As for judges and prosecutors, Member States with only a few lawyers can achieve high percentages of trained practitioners by organising only a few activities. However, the figures are always percentages based on the total number of lawyers in the Member State, which explains why most are low.



Note: For lawyers in MT no data are available for 2019; the data for BG, CY, DK, HU, NL and PL are minimal.

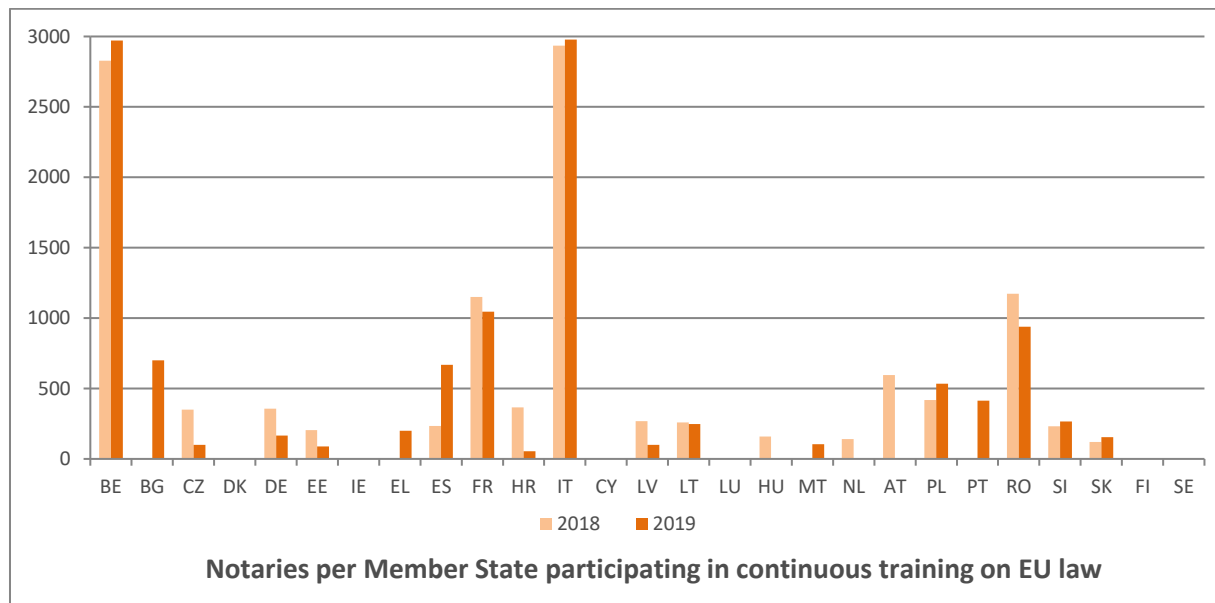


Note: SI – 102%; EE – 100.5%, in 2018 (some lawyers participated in more than one activity); the percentages for BG, CY, DK, ES, FR, HU, NL and PL are minimal.
 5 % = minimum needed per year to reach the 2020 target of training half of the legal practitioners on EU law.

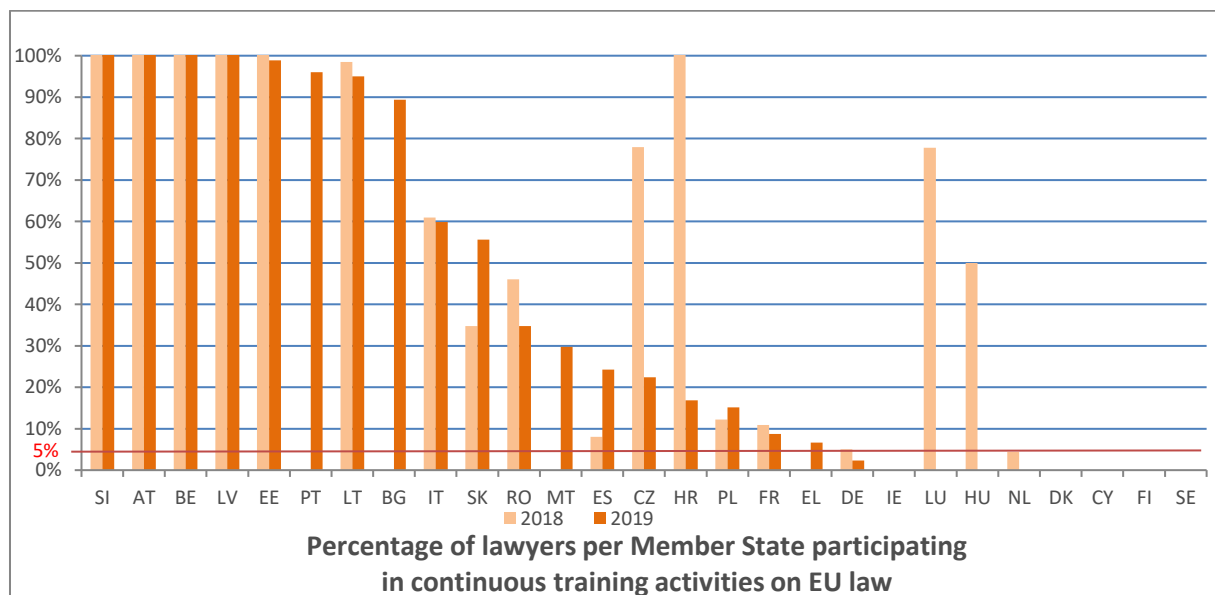
Participation of notaries in continuous training by Member State

This report uses the definition of 'notary' of the [2020 CEPEJ study on European judicial systems: Efficiency and quality of justice](#): 'a legal official who has been entrusted by the public authority with the safeguarding of the freedom of consent and the protection of the rightful interests of individuals'. Depending on the system of the Member State in question, the notary can be private or public, with different competences and functions.

As in previous years, the target of training 5 % of all practitioners on EU law or the law of other Member States was reached in almost all Member States for which data are available. Progression varies in the Member States and overall notaries' training very slightly decreased compared to 2018.



Note: No data available for notaries in IE and LU.
CY, DK, IE, FI and SE have a different legal system.

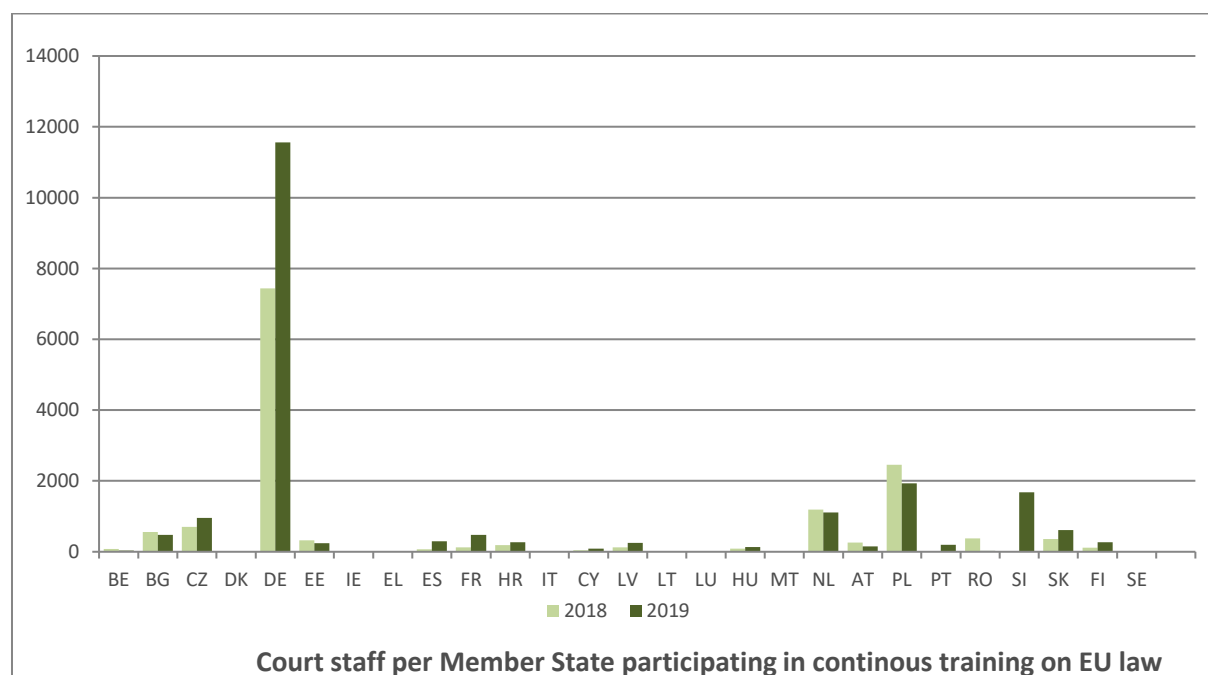


Note: SI – 286%; AT – 214%, BE – 189%; LV – 102% in 2019 (some notaries participated in more than one activity).

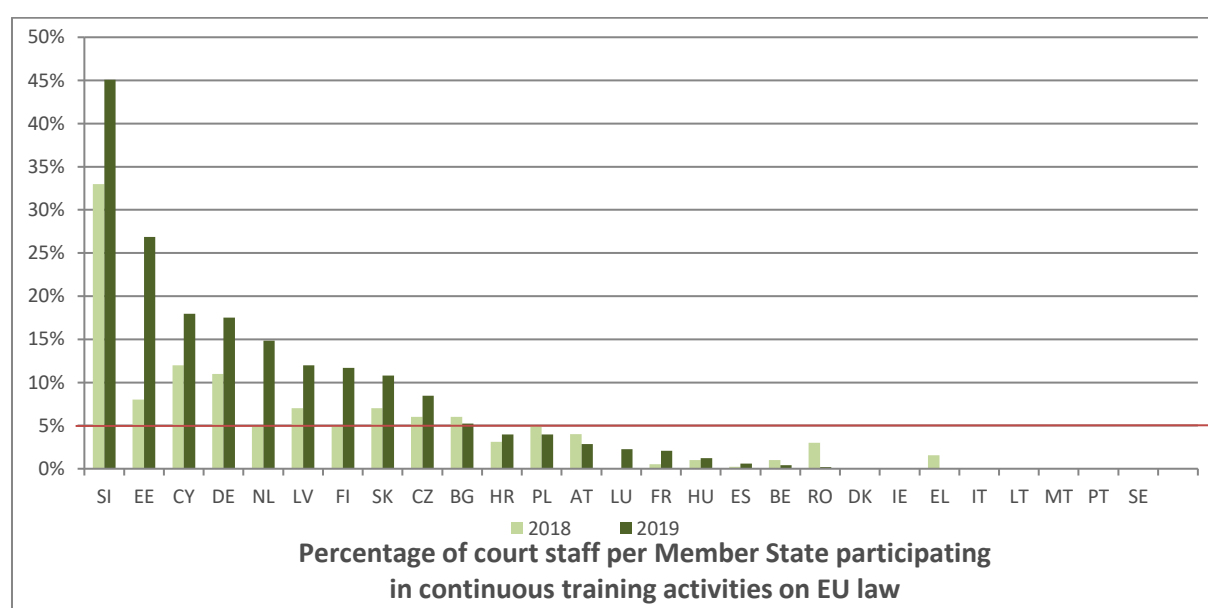
5 % = minimum needed per year to reach the 2020 target of training half of the legal practitioners on EU law.

Participation of court staff in continuous training by Member State

Member States have different types of court staff. They range from court wardens and technical staff to assistants for judges and partially independent clerks taking judicial decisions, in particular in the area of registers and the execution of judgments. This diversity entails a wide variety of training needs on EU law or the law of another Member State. Although all Member States have court staff with their own training needs, the collection of data for such staff has proven complex over the years. They have varying roles and are sometimes trained under different training schemes and by different institutions, so the overall EU picture is somewhat patchy. This could explain why, despite the improved numbers, the **5% threshold** is still reached by only a minority of Member States. However, the number of court staff participating in continuous training on EU law has further increased in comparison to 2018.



Note: No data available for court staff in IT and SE. Data for BE, LU and RO are minimal.

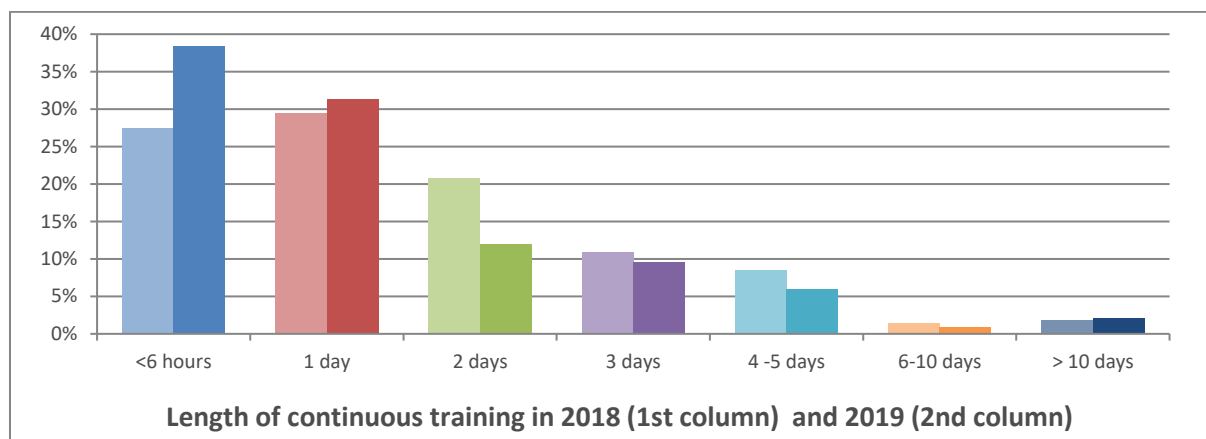


5 % = minimum needed per year to reach the 2020 target of training half of the legal practitioners on EU law.

Length of training on EU law

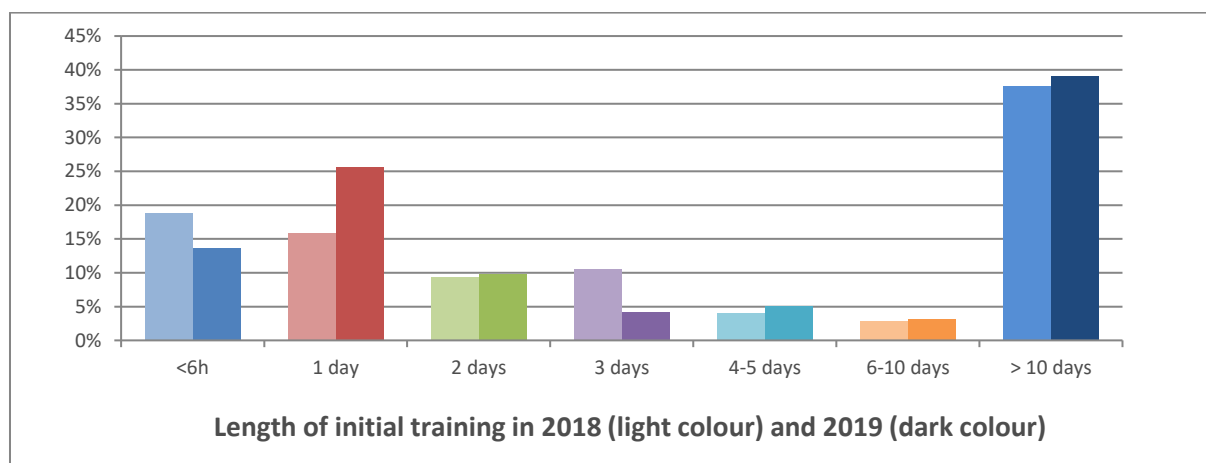
The duration of **continuous training activities** is even shorter than in 2018. Of all continuous training activities on EU law, 82% lasted two days or less and 70% lasted one day or less. Of the responding countries, the relative majority of activities lasted less than six hours in 13 Member States and in 10 others, the relative majority of training lasted one day or less⁹.

A Member State that offers longer training activities may have fewer participants than one in which the same total number of training days is made up of more numerous, but shorter training activities.



Even in **initial training**, in the countries where it exists, close to half of all participants receive no more than two days of training on EU law. Compared to 2018, there is a slight increase of 1-day long initial training activities and a decrease in the 3-day long initial training activities. The relatively important share of initial training activities lasting 10 days or more is mainly due to one Member State and thus does not reflect the situation in the EU.

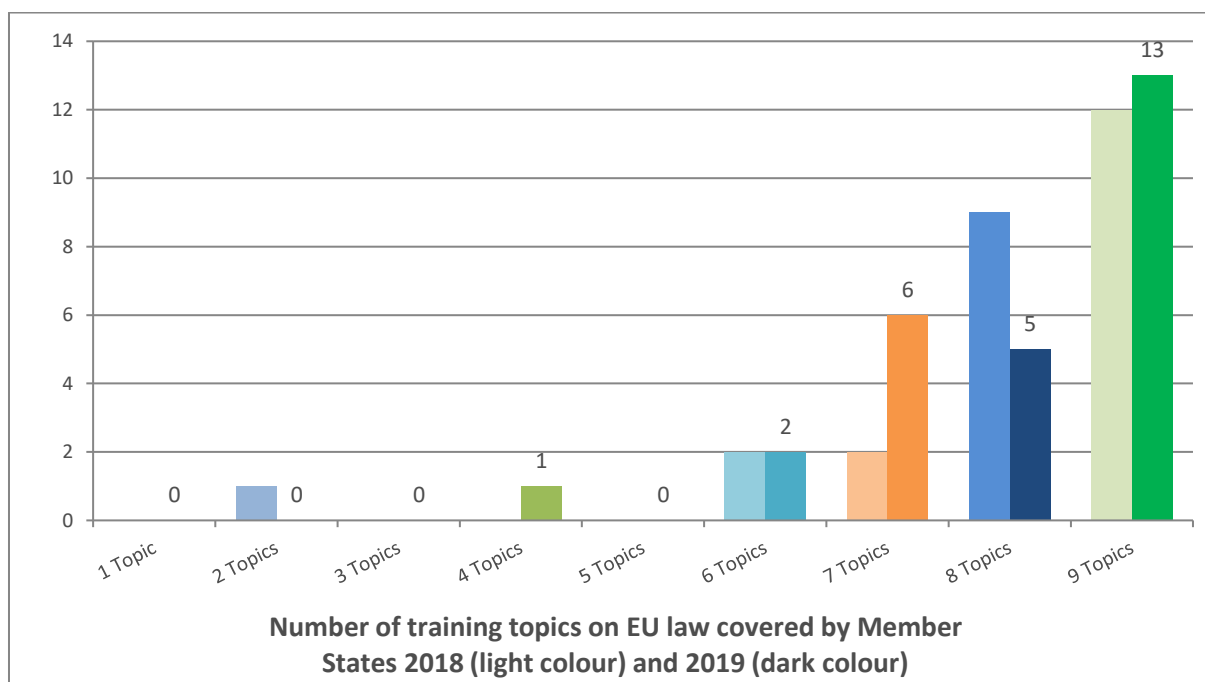
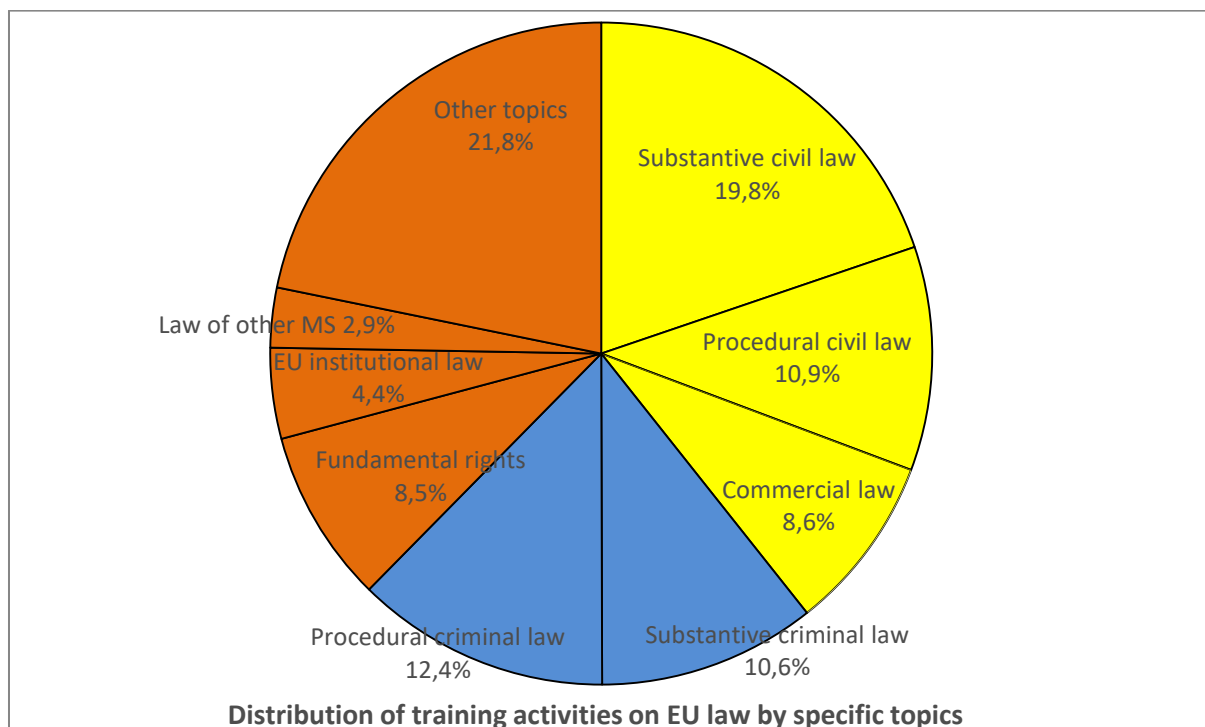
Time constraints should not prevent participants from receiving more training on EU law in the course of their initial training. Covering EU law at university can reduce the need for comprehensive training later on. Knowledge of EU law should be updated on an ongoing basis, but trainees should at least learn about its practical application in the course of their initial training. Given the overall length of initial training, two days or less does not seem to reflect the importance of EU law in the professional practice of future legal practitioners.



⁹ It is not possible to produce a breakdown of the length of the training activities by profession, as for most Member States only aggregate data on training activities for several professions are available, in some cases because training providers cater for a range of professions.

Wide range of training topics

Training covered a wide range of EU law topics in 2019¹⁰. Specific training on the law of other Member States (including legal language training) accounts for only 2.9% of training activities confirming the European judicial training strategy's evaluation that the focus does not need to be on this topic in particular. Like in the previous year, the vast majority of Member States offered training on many different topics.



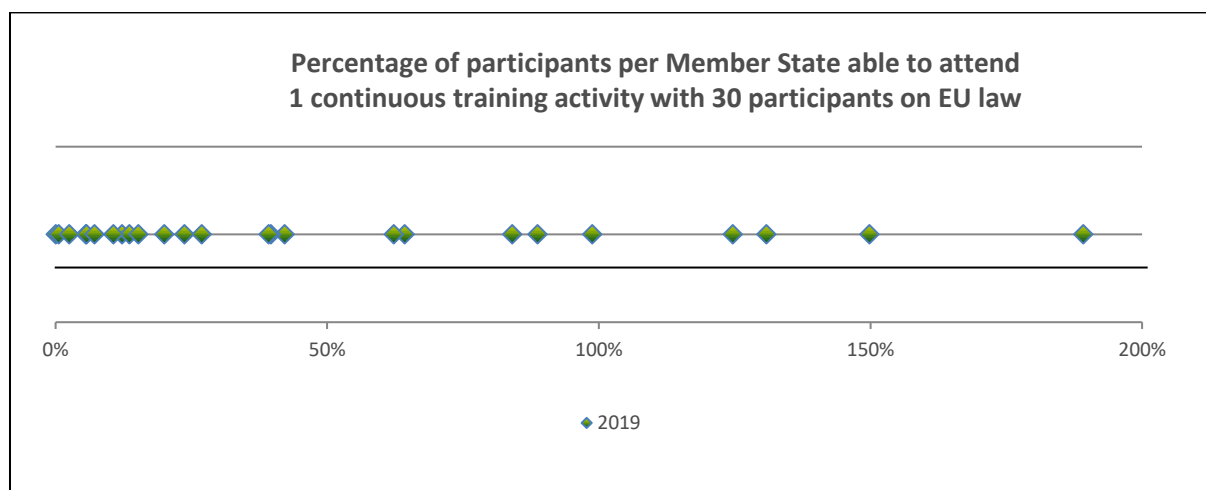
¹⁰ A breakdown by profession is not available (see previous footnote).

Training in small groups as an indicator of quality

Effective judicial training is not only about numbers of participants. The training activities must also be of good quality. The average number of participants attending a training activity is one possible indicator of quality, since people usually learn more through interaction and participation than by attending lectures¹¹ and this is easier in smaller groups. For this report, we assess quality based on the assumption that an average of 30 participants per activity is appropriate. A smaller average number of participants per training activity can be one reason why a Member State reports a smaller percentage of participants than another Member State offering the same number of activities.

In order to evaluate whether enough training activities are being offered to reach the 30-participant target, we calculated the percentage of practitioners by Member State who could have taken part in one activity with 30 participants. We used the aggregate number of activities (for all legal professions), and the actual number of participants trained, in each Member State.

The diagram below shows the percentage of practitioners by Member State that could have taken part in one training activity on EU law or the law of another Member State in 2019, if the activities on offer had 30 participants on average. (This percentage would be 100% if there were enough activities to enable all practitioners in a Member State to take part in one activity with 30 participants). The percentages for the majority of Member States still range between 1% and 30%, suggesting that most activities on offer there do not take place in small groups.



Advice for training providers – European judicial training

Supported by a group of experts on legal training from all legal professions, the Commission's Directorate-General for Justice and Consumers has assembled practical recommendations to ensure the quality of judicial training. This [advice](#) also contains links to further resources and examples as to how to implement the recommendations in practice. It is accessible on the European judicial training section of the Commission's European e-Justice Portal¹² in all EU languages except Gaelic.

¹¹ European Commission, *Advice for training providers – European judicial training*, pp. 7-8; EJTN, *Handbook on judicial training methodology in Europe*, 2016, pp. 21-26.

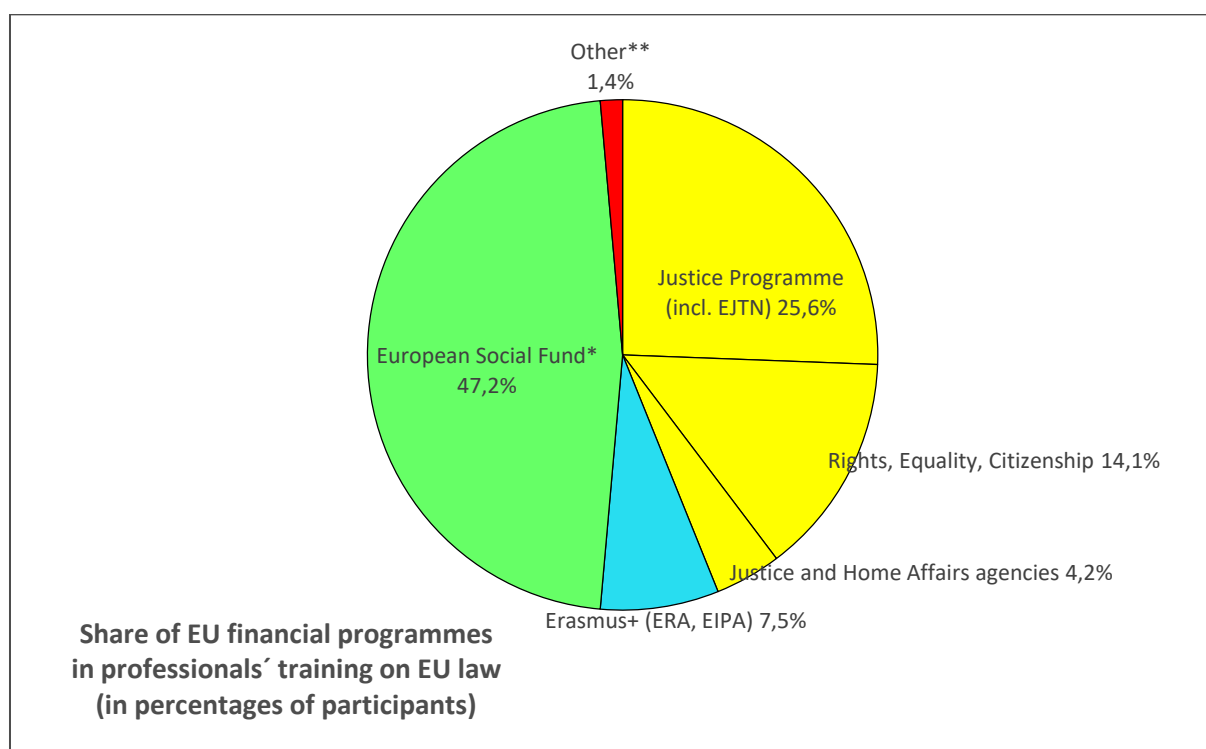
¹² https://e-justice.europa.eu/content_training_methodology-253-en.do

EU-funded training

In 2019, the EU (co-)funded European judicial training for more than 42 000 justice professionals, i.e. 23, 14% of all those who took part in it. The participation in the EU (co-)funded European judicial training activities remains at an extremely high level in comparison with the figures recorded in the first report in 2011, where the training of 10 000 participants was EU (co-)funded. However, the report shows a decrease of around 10 000 participants compared to 2018 notably due to drops in the number of planned training participants in projects supported by Justice Programme's action grants and by the European Social Fund. Since 2018 data collection includes reports on national measures supported by the European Social Fund (ESF) where it was not always possible to distinguish the content of the training (national law, EU law, mixed, professional skills, etc.). Therefore, the ESF figure is most probably overestimated as far as training on EU law and the law of other Member States is concerned.

The provider of judicial training on EU law that received the biggest single financial support by the European Commission in 2019 was the European Judicial Training Network (EJTN). Operating grants to support their training activities were also awarded to the Academy of European Law (ERA) and the European Institute of Public Administration (EIPA). The European Union Intellectual Property Office (EUIPO), the European Patent Office (EPO), the European Asylum Support Office (EASO) and to a small extent the European Union Agency for Law Enforcement Training (CEPOL) also used EU funds to train justice practitioners.

In addition, the Commission awarded action grants under several of its financial programmes – the Justice programme in the areas of civil and criminal justice, fundamental rights and competition law; the Rights, equality and citizenship programme (REC) and Hercule II. The Commission provided support in some Member States through the ESF. In individual cases, it arranged training under service contracts, as for example in 2019 for the creation of awareness-raising [brochures](#) and [factsheets](#) on the European Public Prosecutor's Office (EPPO) or the organisation of [judicial training seminars on the rule of law](#).



* The ESF figures comprise multiple topics' training.

** Other = funding from DG COMP, DG ENV, DG HOME, DG NEAR, OLAF - Hercule Training programme.

Next steps

The ninth report confirms the great progress made since the adoption of the European judicial training strategy for 2011-2020. The upward trend over the last years continues for different justice professionals such as judges, prosecutors and court staff. However, results differ among professions and Member States and there are still challenges ahead, notably for lawyers, court and prosecution office's staff and bailiffs' training.

The Commission will maintain its strong commitment to judicial training in order to secure the continuation of achievements and to addresses the new challenges in accordance with the needs of justice professionals. On 2 December 2020, the Commission adopted the new European judicial training strategy ([Communication 'Ensuring justice in the EU - a European judicial training strategy for 2021-2024'](#)) together with the publication of this DG Justice and Consumers report and the launch of the [European Training Platform \(ETP\)](#)¹³. The new strategy sets new ambitious training goals and new operational objectives tailored to the needs of each different justice professions for 2024.

¹³ https://e-justice.europa.eu/content_european_training_platform-37158-en.do

Abbreviations of Member States

AT	Austria	FI	Finland	NL	Netherlands
BE	Belgium	FR	France	PL	Poland
BG	Bulgaria	HR	Croatia	PT	Portugal
CY	Cyprus	HU	Hungary	RO	Romania
CZ	Czechia	IE	Ireland	SE	Sweden
DE	Germany	IT	Italy	SI	Slovenia
DK	Denmark	LT	Lithuania	SK	Slovakia
EE	Estonia	LU	Luxembourg	UK	United Kingdom
EL	Greece	LV	Latvia		
ES	Spain	MT	Malta		

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