



European
Commission



European **judicial training** 2015

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PDF ISBN 978-92-79-51007-6 doi:10.2838/851498 DS-AX-16-001-EN-N

European Commission - Directorate-General for Justice

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Printed in Belgium

This fourth edition of the report on European judicial training confirms we are on track to meet our target of training 50% (700,000) of all EU legal practitioners by 2020. In 2014, even more legal practitioners were trained than in previous years: more than 132 000 legal practitioners were trained in EU law or in the national law of another Member State. For most legal professions the number of participants in training activities has increased, in particular for notaries.

Judicial training helps legal practitioners to know and trust each other's legal systems and to better cooperate across borders. And judicial training ensures that legal professionals know EU law, implement and apply it correctly. Trust between professionals is the first step to making an area of justice and fundamental rights based on mutual trust a reality. Yet, mutual trust is not established overnight. That is why we need to keep up the good work and further scale up our efforts to ensure that training in EU law is available in all Member States and to all legal practitioners.

This year's report also shows that there are substantial differences in the training offer on EU law between Member States and legal professions. This is why we are reinforcing training activities for court staff and bailiffs, who play an important role in putting law into practice. Judges, prosecutors, lawyers and notaries remain in our focus and we will make sure that good training practices are shared widely across legal professions in Europe.

Last but not least, we will maintain our financial support for European judicial training. In 2014, training for around 25 000 participants was EU-funded or co-funded. I invite all training providers to make full use of our funding possibilities to network and set up cross-border training projects.

We will continue to work with all stakeholders to turn our goal of a common justice area based on mutual trust into reality.

I trust you will enjoy reading the 2015 report.



Věra Jourová
Commissioner for Justice, Consumers and Gender Equality

- In 2011 the European Commission set the target that **half** (700 000) **of all legal practitioners** in the EU should have attended training in European law or in the law of another Member State and to support this training with EU funds for 20 000 legal practitioners per year by 2020.
- More than **132 000 legal practitioners** received **training** in EU law or in the national law of another Member State **in 2014**. Consequently, for most legal professions the EU level percentage of participation in such a training activity has increased, in particular for notaries. The improvement must be honoured while it must be noted that an important part of this increase is due to contributions from additional professions¹ as well as due to a better understanding of the methodology to gather data.²
- This report includes for the first time a table with a breakdown per Member State for lawyers.
- Training for around **25 000 participants** was **funded or co-funded by the EU** in 2014. The biggest project awarded by DG Justice concerned the training on fundamental rights in all EU Member States, implemented in cooperation with the programme Human Rights Education of Legal Professionals of the Council of Europe.
- Results after the first four years continue to show that the 2011 target can be achieved on average across the whole EU and legal professions with further efforts in the years to come. However, **considerable differences** in the level of participation in training among Member States and among the different legal professions remain. More efforts to increase European judicial training are needed in some Member States and more for some legal professions than others.

Objectives of this report

This is the fourth report on training for legal practitioners (notably judges, prosecutors, court staff, bailiffs, lawyers and notaries) in EU law or in the national law of another Member State. It is based on the results of a questionnaire sent in 2015 to Member States' authorities, European networks of legal professionals and the main training providers at European level regarding training of legal practitioners in 2014. It describes the progress towards the target set by the European Commission in its 2011 [Communication Building trust in EU-wide justice. A new dimension to European judicial training](#)³ of ensuring that half (around 700 000) of all legal practitioners in the EU are trained in EU law or in the national law of another Member State by 2020; this is equivalent to 5 % (70 000) of all practitioners per year, on average. Lastly in the [Conclusions of the Justice and Home Affairs Council of 4 December 2014](#)⁴ EU Member States underlined that training of legal practitioners is a key tool. The European Parliament continued to back European judicial training, as expressed in its [resolution on judicial training of 14 March 2012](#)⁵.

¹ The Polish legal advisers – not yet part of the last report – contributed with more than 20 000 participants.

² For instance, training on national law implementing EU law is training in EU law, if the EU implications for this national law are part of the training.

³ COM(2011) 551 final.

⁴ 2014/C 443/04, recalling the Council conclusions of 27 October 2011 on European judicial training (2011/C 361/03)

⁵ 2012/2575(RSP).

Main results of the survey

More than 132 000 legal practitioners trained

In 2014, more than 132 000 legal practitioners (judges, prosecutors, court staff, lawyers, bailiffs and notaries) as well as trainees of these professional groups took part in training activities on EU law or in the national law of another Member State. This figure is a minimum estimate.⁶ 37 000 of them were trained in EU law during their initial training, and more than 95 000 received continuous training in EU law. Statements that EU law had been part of the training of all trainees have been taken into account if the length of time devoted to EU law was provided.



In this fourth survey, the quality of the data has further improved. However, there is still room for improvement with better availability and accuracy of data. For initial training it was not possible to gather data for all Member States.

Progress towards the 2020 goal

Building on the experience of the first reports, the data collection process for 2014 was refined, in particular by better explaining the features of a training activity 'related to EU law'. Furthermore, data were collected from more training providers, both at national as well as at EU level.

However, even if the overall tendency is an increase in numbers, there are Member States and legal professions where the participation in training activities on EU law has decreased. This might be either due to some gaps in data (in particular for training of court staff) or because – particularly in times of recession of state budgets – training in EU law has in fact decreased.

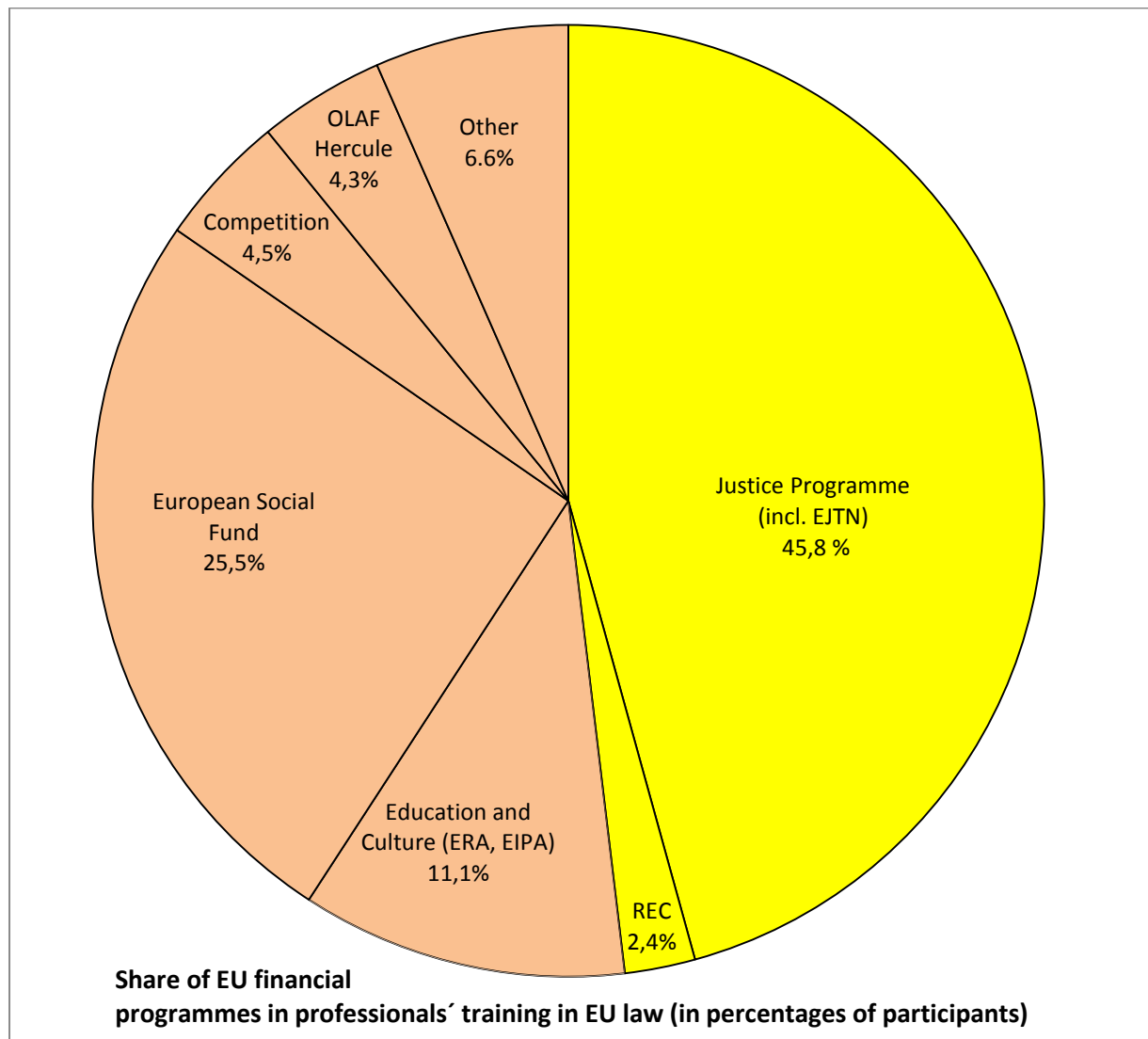
⁶ Due to some gaps in the data. All collected data are based on information received from Member States, training providers and professional organisations and may be incomplete.

EU-funded training

In 2014 the EU funded the training of around 25 000 legal practitioners, equivalent to 23% of all those who took part in European judicial training activities during 2014.

The provider of judicial training in EU law that received the biggest single financial support by the European Commission in 2014 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 Office for the Harmonisation of the Internal Market, the European Patent Office, the European Asylum Support Office and to a small extent the European Police College also used EU funds to train legal professionals.

In addition, the Commission awarded action grants under several of its new financial programmes (the Justice programme in the areas of civil and criminal justice and fundamental rights; the Programme REC - Rights, Equality and Citizenship -; Hercule III; training of national judges in EU competition law) as well as financial support through the European Social Fund and the Pre-accession instrument for Croatia for specific training projects. In individual cases, the Commission ordered training activities under service contracts (for the creation of training modules on EU law or for the organisation of training seminars).



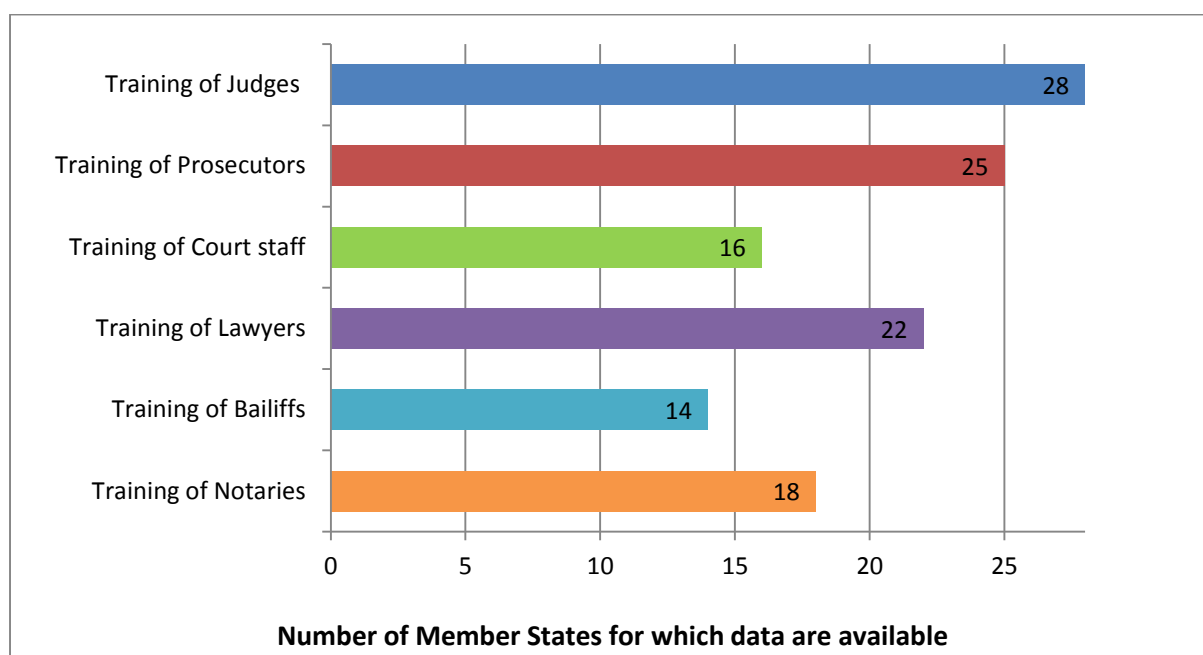
⁷ Other: Office for Harmonization in the Internal market; DG NEAR (IPA Croatia); DG Environment; European Asylum Support Office; European Patent Office; European Police College.

Method of data collection and coherence of collected data

The Commission used various sources to collect data for each legal profession. Figures were requested from:

- the European Judicial Training Network (EJTN), for judges and prosecutors;
- Member States for court staff;
- the Council of Bars and Law Societies of Europe (CCBE), for lawyers;
- the International Union of Bailiffs (UIHJ) and the European Chamber of Judicial Officers (CEHJ), for bailiffs;
- the Council of Notariats of the European Union (CNUE), for notaries;
- the Academy of European Law (ERA), the European Institute of Public Administration (EIPA), the European Patent Office (EPO), the Office for the Harmonisation of the Internal Market (OHIM), the European Asylum Support Office (EASO) and the European Police College concerning their courses on EU law for legal practitioners;
- the European Commission Directorate Generals which dedicate funds to support European judicial training activities.

The diagram below illustrates the number of Member States for which at least some data on European judicial training of legal professionals was available from the contact points mentioned above.⁸ For lawyers, some data is available for many Member States, but does often not cover all (particularly private) training providers.



Large differences among Member States and the different legal professions

The participation rate shows considerable differences between the various legal professions and among Member States. To some extent, the uneven distribution reflects different training needs or missing data; however, for some of the legal professions and in some Member States, participation in training clearly needs to be increased.

⁸ Replies to the Commission's request were received from providers from all Member States, but did not always provide all the requested data.

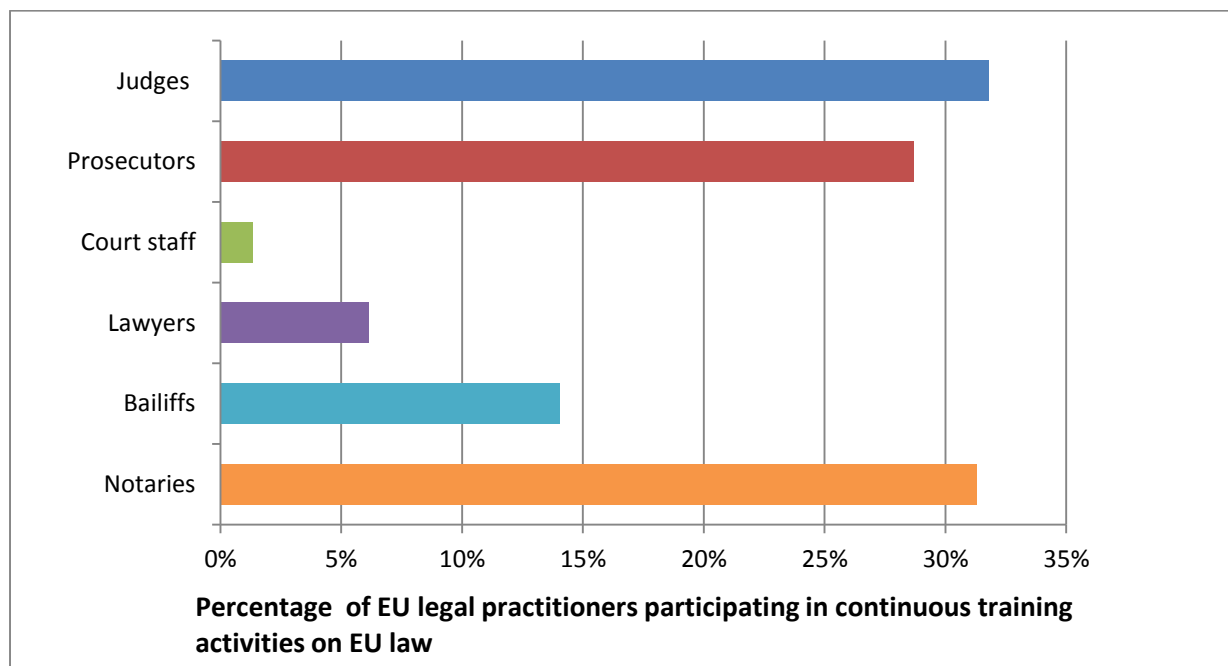
Participation by profession at EU level

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 (problem of double counting). However, for a given year the figures are likely to be similar, since it is fair to assume that few legal practitioners are likely to take part in more than one training activity on EU law or in the national law of another Member State in any one year.

The figures for existing practitioners in each legal profession used for calculating the percentages were taken from the [2014 CEPEJ report on European judicial systems \(data 2012\): Efficiency and quality of Justice⁹](#), unless more recent figures were given.

The ratio of practitioners participating in **continuous** training activities on EU law and on judicial systems of another Member State to all existing practitioners per profession is approximately:

- 32 % (26 039) of all **judges** in the respondent Member States;
- 29 % (8 845) of all **prosecutors** in the respondent Member States;
- 1 % (4 707) of all **court staff** working in the respondent Member States;
- 6 % (45 148) of all **lawyers** in private practice in the respondent Member States;
- 14 % (2 550) of all **bailiffs** practising in the respondent Member States;
- 31 % (7 893) of all **notaries** practising in the respondent Member States.

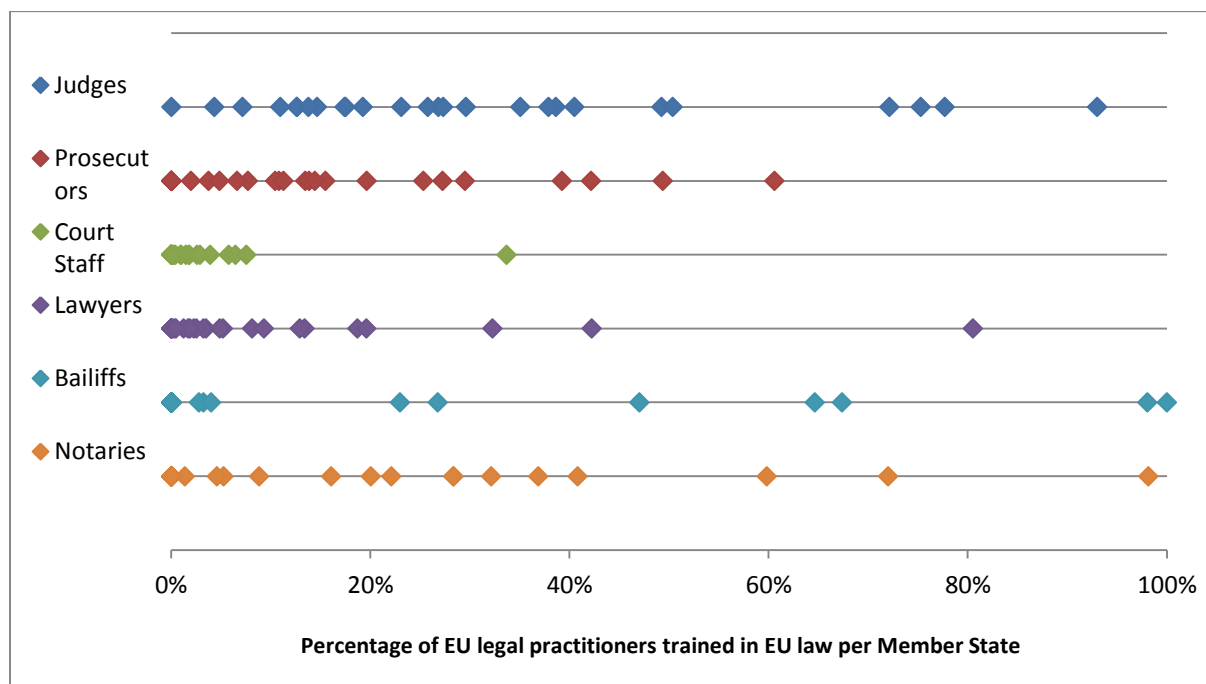


Judges, prosecutors and notaries are more often trained in EU law or in the law of another Member State than other legal professions. Compared to the year before, the main development has been a significant further rise of the EU law training for judges, prosecutors and notaries, partly due to an increase of the training offer of the European Judicial Training Network and a large series of cross-border seminars for notaries, both funded mainly by the European Commission. The boost in EU law training participation among bailiffs is due to the fact that for the first time the extensive training of Portuguese private bailiffs has been included in this report. As for lawyers, the data of many private training providers is still not available. Even if the needs of the different professions in training in EU law differ (for example less for court staff than for judges), the supply may need to be increased to match the training needs of each professional group in all the Member States.

⁹ Where the 2014 CEPEJ report had data gaps, figures from the previous CEPEJ report were used.

Participation by profession broken down by Member State

The percentage of legal practitioners belonging to the same profession participating in **continuous** legal training in EU law or in the law of another Member State varies considerably among Member States. In the diagram below each 'point' represents a Member State and the respective participation rate:



In a few cases reported by the Member States, the ratio of participants to existing members of a legal profession exceeds 100 %, meaning that participants took part in more than one training activity on EU law in that year.

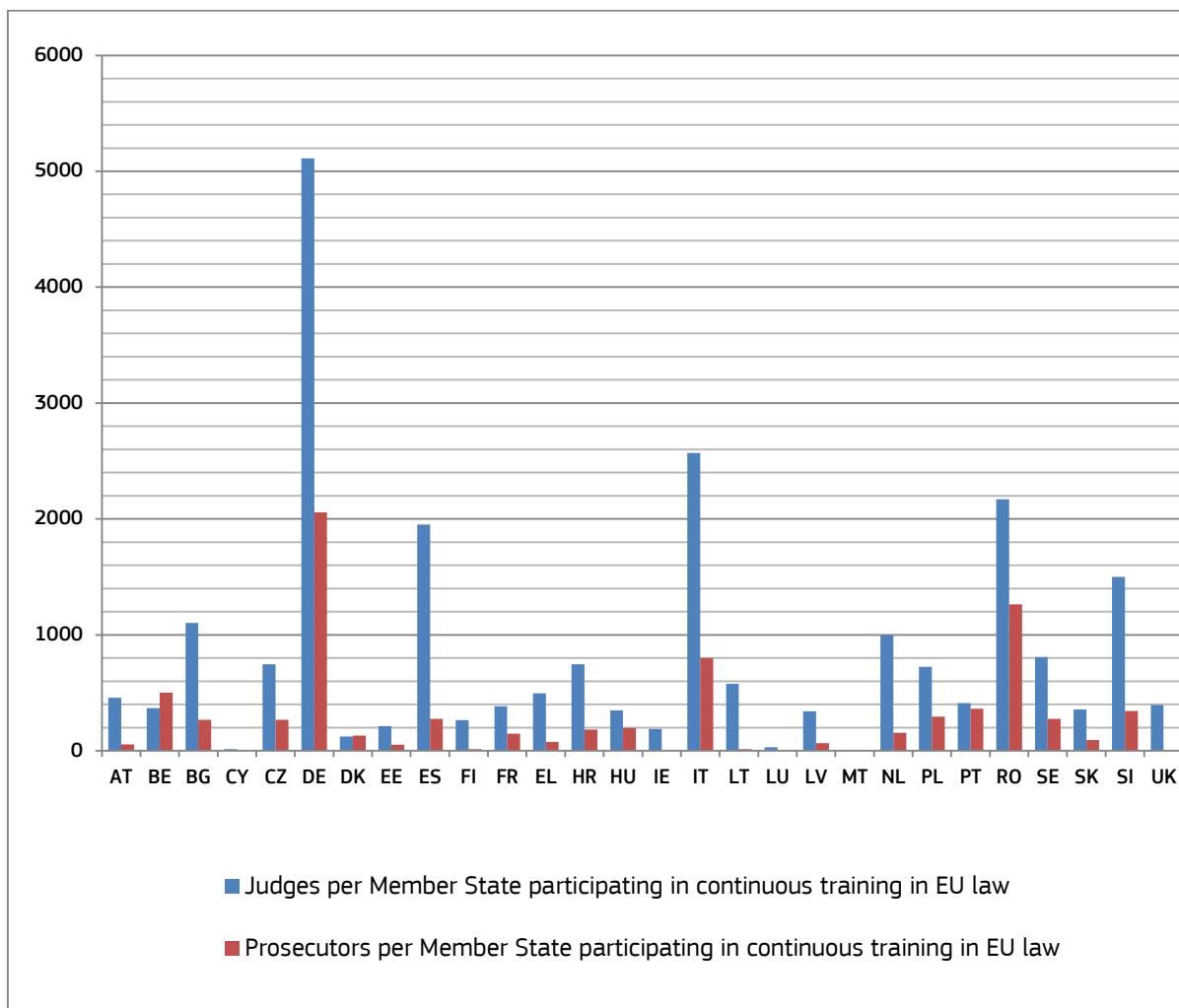
Below, the report presents the numbers of participants in continuous training per Member State for the professions of judges, prosecutors and lawyers, since these are the professions for which the data have been contributed from most of the Member States. To present a complete picture of the situation, we display the participants in absolute numbers and in percentage of all practitioners of their profession.

Participation of judges and prosecutors by Member State¹⁰

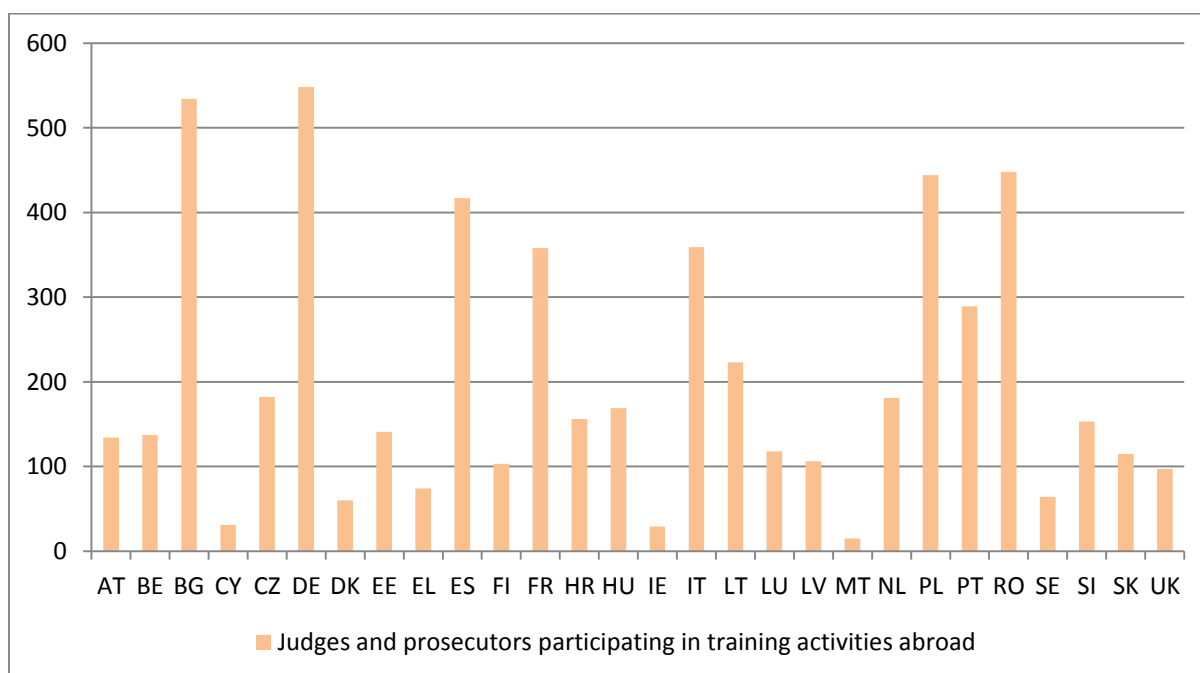
As to the **absolute number**, we show additionally in a separate table the number of judges and prosecutors that have participated in EJTN training activities abroad, since these training participations add to the training possibilities that are offered in a given Member State.

In the tables with **percentages**, a red line indicates the minimum percentage of trained participants needed to reach the 2020 target of training half of the practitioners in EU law or in the law of other EU Member States: 5% per year between 2011 and 2020. As reflected, this target is currently reached by almost all Member States sending data for judges and prosecutors. In general, prosecutors are less often trained in EU law or in the law of other Member States than judges. It can be noted that Member States with a small absolute number of judges and prosecutors can reach high percentages of trained practitioners with the organisation of only a few training activities. For the same reason, percentages in these Member States can easily change from one year to the other, since small differences in absolute numbers cause significant changes in percentage.

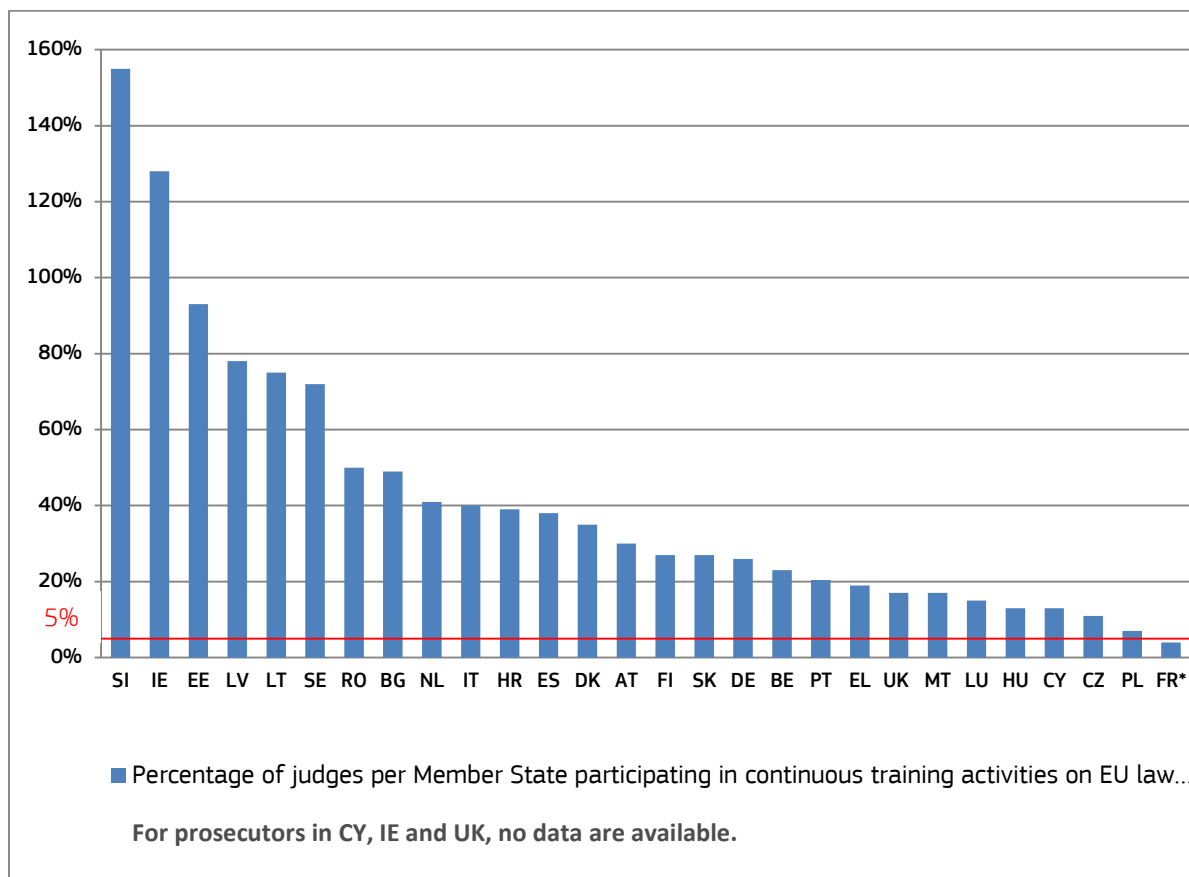
¹⁰ Abbreviations are explained in the last text page of this report.



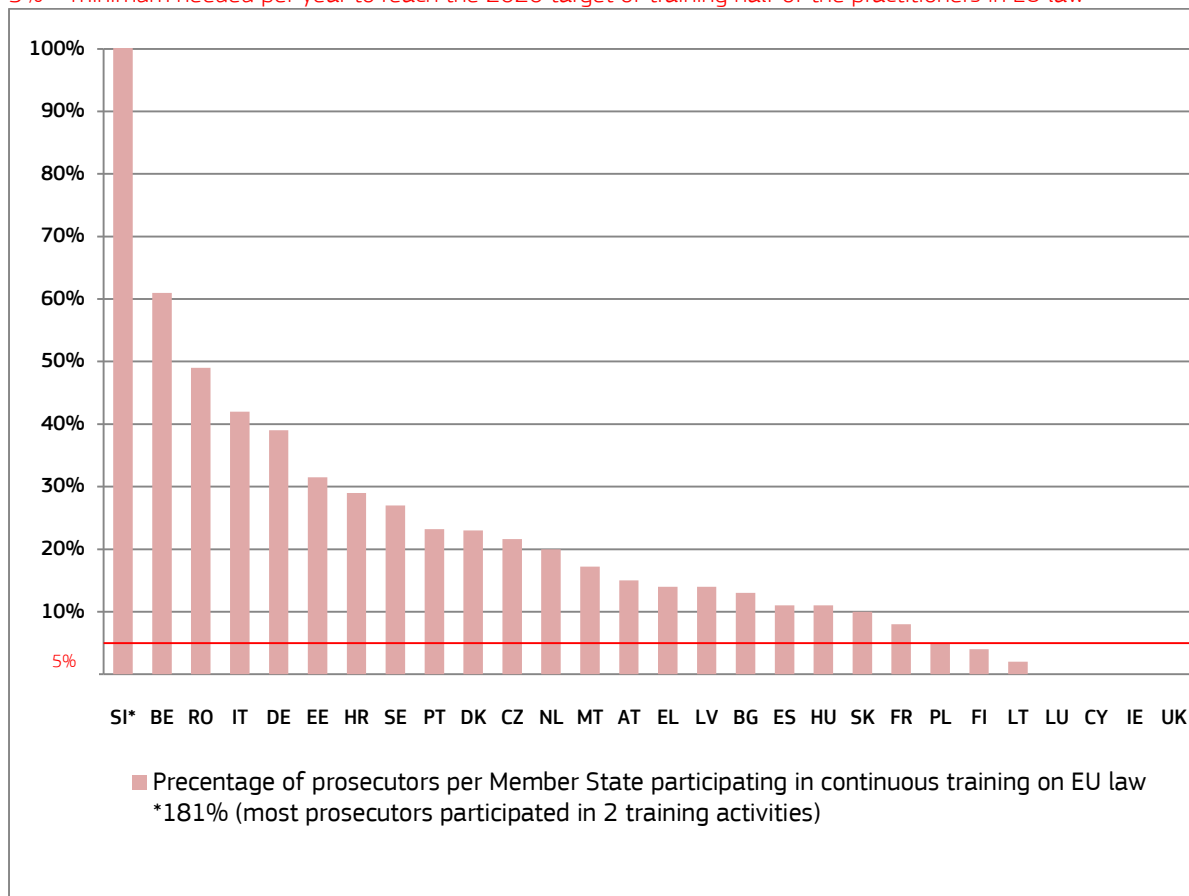
Small absolute numbers, in particular for CY, FI, LT, LU and MT, may not be visible in this chart.
For a complete picture, see also the charts with percentages.



European judicial training 2015



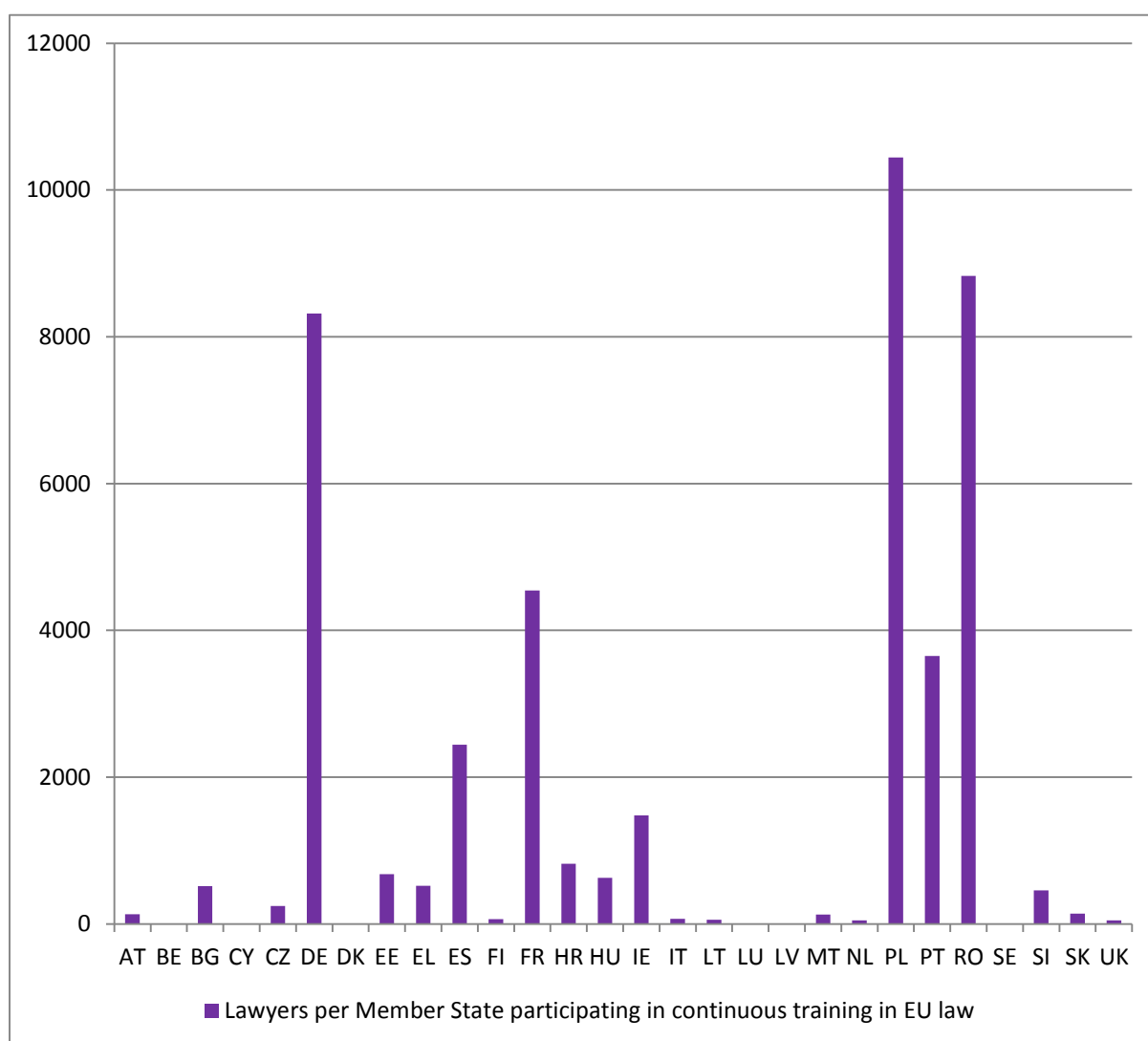
5% = minimum needed per year to reach the 2020 target of training half of the practitioners in EU law



Participation of lawyers by Member State

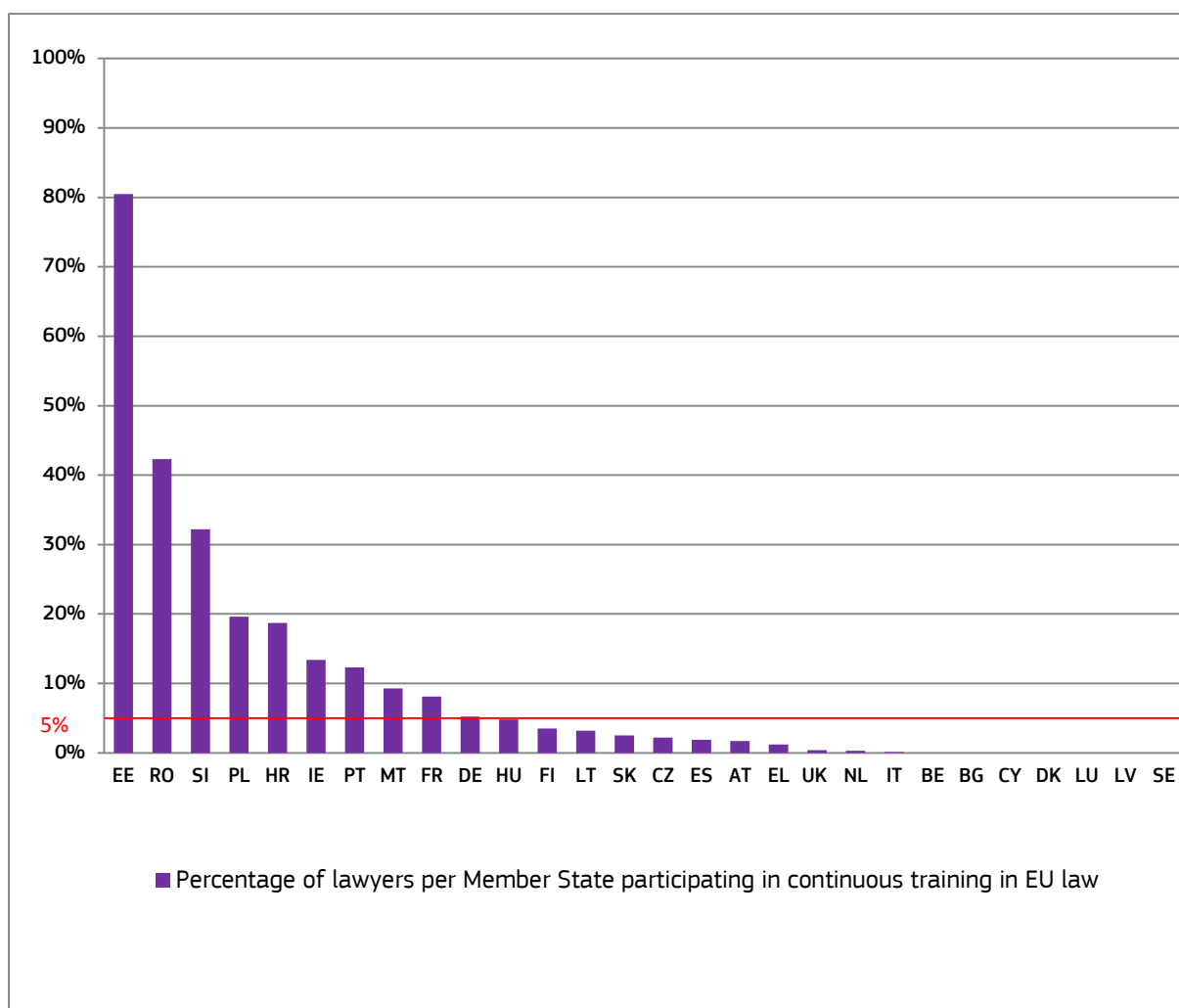
For the first time, the reports presents numbers on the training of lawyers per Member State. Even if some data of the participation of lawyers in training in EU law are available for 21 Member States, it offers often only a partial picture: often, private training providers not connected to the Bar did not contribute with data, although in some Member States lawyers rely on them in significant numbers. Sometimes, data have been available only for certain regions of a Member State.

Again, in the tables with **percentages**, a red line indicates the minimum percentage of trained participants needed to reach the 2020 target of training half of the practitioners in EU law or in the law of other EU Member States i.e. 5% per year between 2011 and 2020. According to the available data, this target is currently reached for eleven Member States. As for judges and prosecutors, Member States with a small absolute number of lawyers can reach high percentages of trained practitioners with the organisation of only a few training activities. Therefore, we also show the absolute number of lawyers trained in EU law. A bigger group size or a smaller e-learning offer can be other reasons leading to bigger numbers of participants.



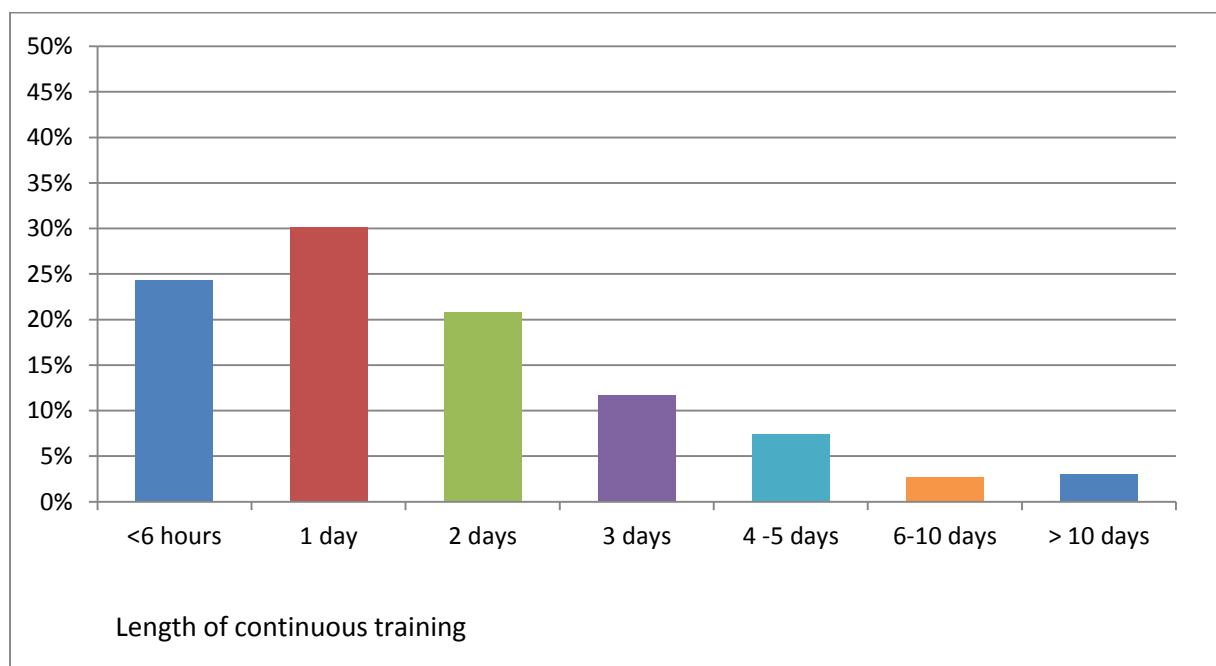
For lawyers in BE, BG, CY, DK, LV, LU and SE, no data are available.

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Length of training in EU law

The duration of training activities on EU law is quite short: 75 % of all **continuous** training activities on EU law last for two days or less, more than 50% of the training activities last even 1 day or less, perhaps because some legal practitioners find it difficult to participate in training for longer periods due to work obligations. In most Member States, training activities on EU law generally last one or two days, while in six Member States the majority of activities last even less than six hours. However, in seven Member States (compared to only four in the last report), at least every third training activity on EU law lasts more than two days.¹¹ A Member State that offers longer training activities may have in turn less participants, compared to a Member State offering the same amount of training days.

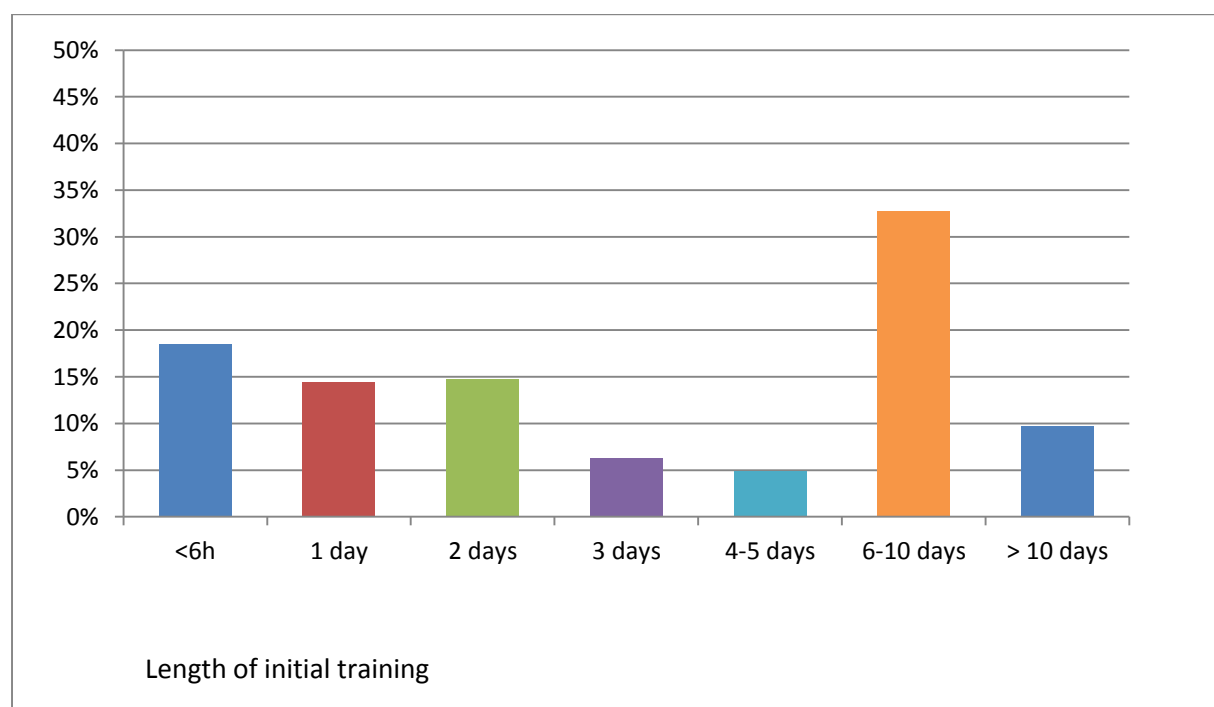


¹¹ A breakdown of the length by profession is not possible as, for most Member States, only aggregate data on training activities for several professions are available, in some cases because training providers cater for a range of professions.

European judicial training 2015

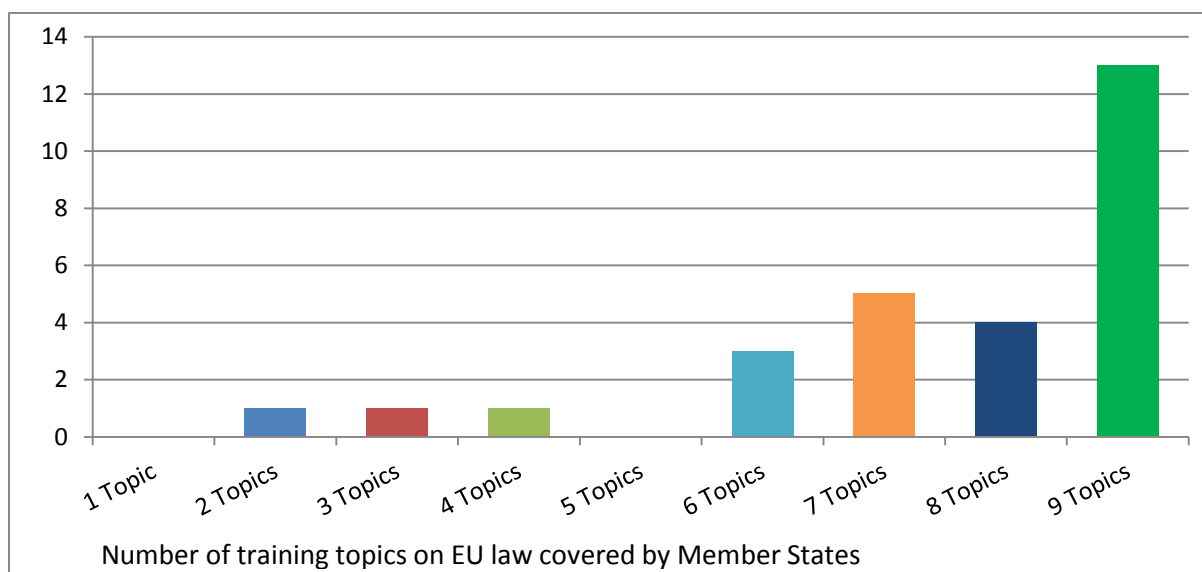
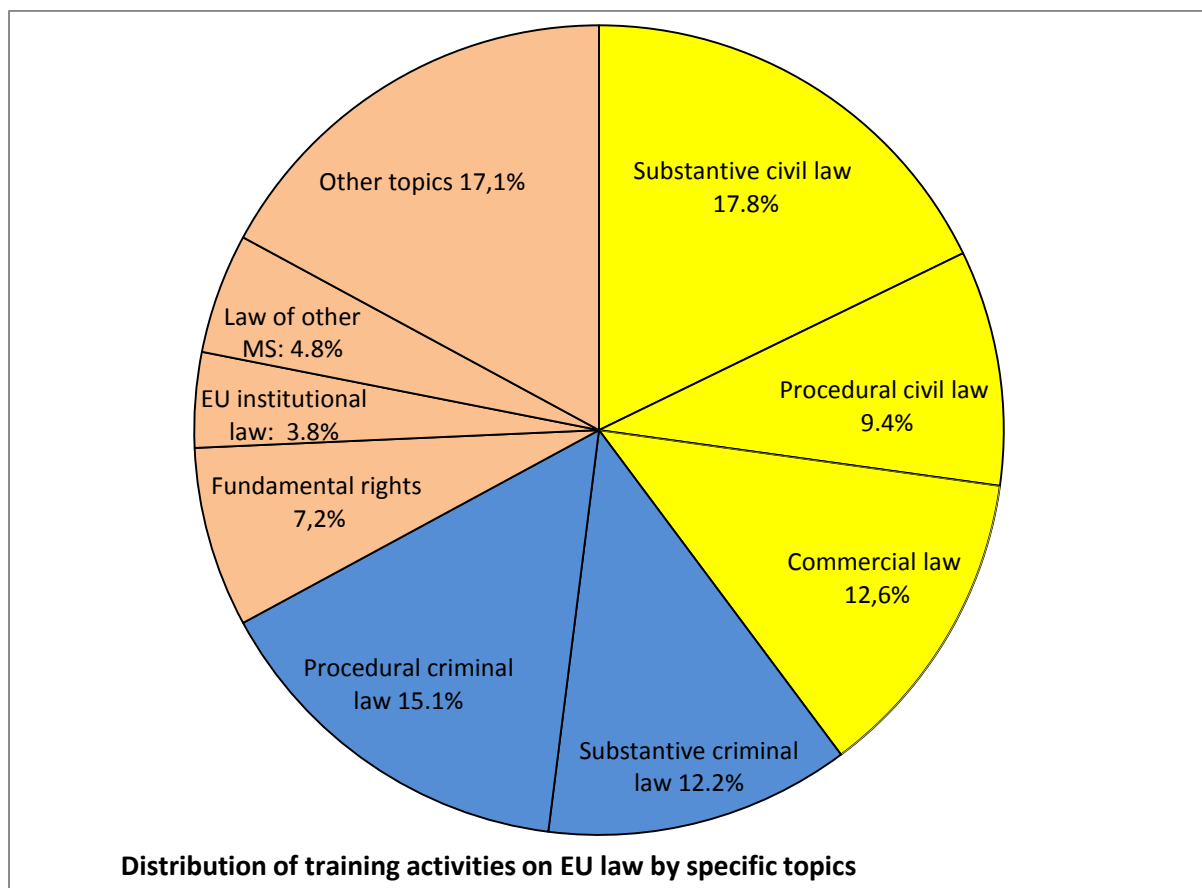
Even during their whole **initial** training, almost half of the participants do not receive more than two days of training in EU law. However, in initial training, the participants' limited time resources should not prevent them from following more training in EU law. Prior training in EU law at the university can decrease the need for comprehensive EU law training as a trainee. Nevertheless the EU law needs to be kept up to date and its practical application should be learned during the initial training. Compared to the overall length of the initial training, two days or less for EU law does not seem to reflect the importance of EU law in the professional practice of future legal practitioners.

The high percentage of trainees receiving 6-10 days training in EU law or in law of another Member State is due to 10 300 Polish legal advisers that account for about 28% of the trainees of all legal professions in all Member States receiving training in EU law.



Wide range of training topics

As in previous years, training covered a wide range of EU law topics in 2014. Out of nine topic areas (including law of other Member States), almost every second Member State offered training in all of these areas, while only three Member States offered training in less than five topics. Specific training in the law of other Member States (including legal language training) represents only 4.8%.¹² Compared to the previous year, training in criminal EU law areas has significantly increased.



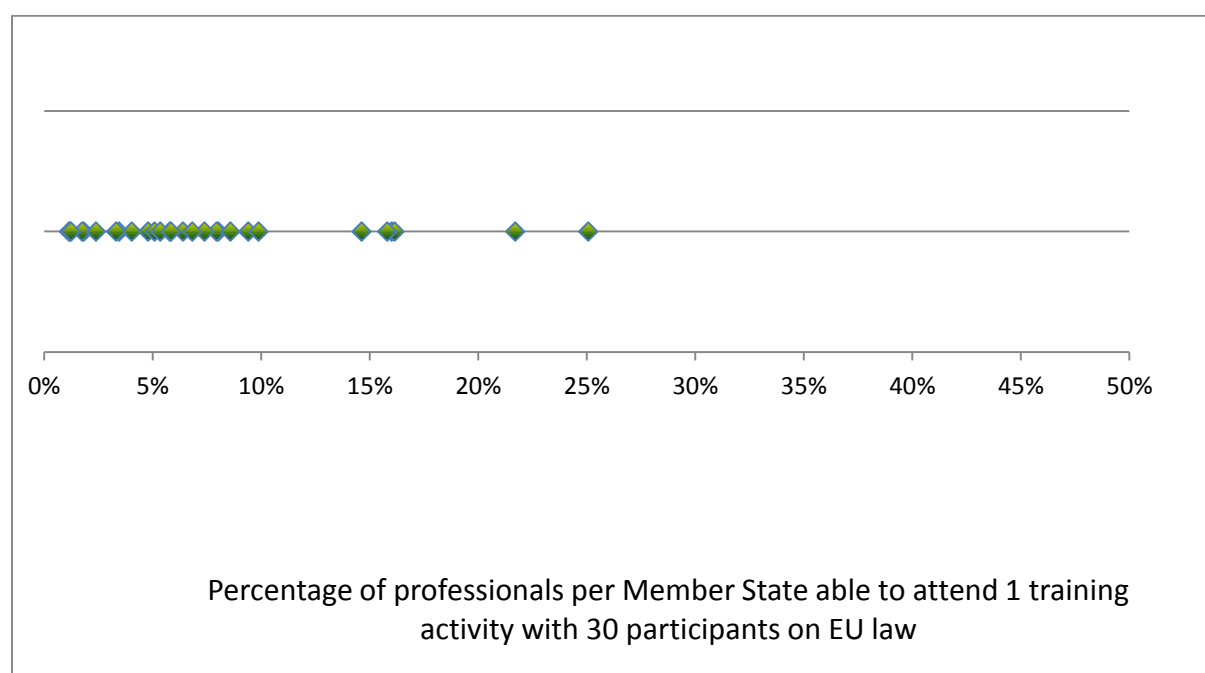
¹² For the same reason as given in the previous footnote, a breakdown of the topic data by profession is not available.

Training in small groups as an indicator of quality

European judicial training is not only about the numbers of participants. The training activities must be of good quality. One possible indicator of quality is the average number of participants attending a training activity, since people usually learn more through interaction and participation than through mere didactic lecturing¹³ and this is facilitated by smaller training groups. For this report, the quality factor is assessed by assuming that an average of 30 participants per activity is appropriate. In turn, a smaller number of participants per training activity on average can be one reason for a smaller percentage of participants compared to a Member State offering the same amount of activities.

In order to evaluate whether enough training activities are being offered to reach such a target, the percentage of practitioners per Member State who could have taken part in one activity, with 30 participants per activity on average, was calculated. This was done by using the aggregate number of training activities per Member State (for all legal professions) and the actual number of participants trained in a Member State.

The diagram below shows the percentage of legal practitioners per Member State that could have taken part in one training activity on EU law or on the law of another Member State, if the activities offered in the Member States had 30 participants on average. This percentage would be 100% if there had been enough training activities available to enable all legal practitioners in a Member State to take part in one European judicial training activity with 30 participants in 2014. As shown in the chart below, with percentages ranging between 1 % and 25 % in the different Member States, this is far from being the case.



Supported by a group of experts on legal training from all legal professions, the European Commission's service DG Justice and Consumers has assembled practical recommendations on how the quality of judicial training can be improved. This advice contains links to further resources with examples how to implement the recommendations in practice. The paper is accessible on [the judicial training section of the European e-Justice Portal of the European Commission](https://e-justice.europa.eu/content_the_european_judicial_training_policy-121-en.do)¹⁴ in English and will also be available in other EU languages in future.

¹³ Council of Europe, 'Training Manual on the European Convention on Human Rights', page 44.

¹⁴ https://e-justice.europa.eu/content_the_european_judicial_training_policy-121-en.do

Next steps

This fourth edition of the report proves that the Commission's aim to train 700.000 practitioners is feasible and that each year more and more legal practitioners are trained in EU law in the Member States. However concerted efforts remain to be undertaken to ensure that the targets are equally met for all legal professions and for all Member States. For instance, strengthening EU law in initial training should be envisaged for some legal professionals in some Member States. Additional efforts both in initial and continuous training as reflected in this report will certainly have a positive impact on the relevance our legal practitioners give to EU law.

The first call for proposals for action grants exclusively reserved for training projects launched in 2014 was highly successful with promising judicial training projects to be developed in the following two years. The Commission will continue funding the best projects and will promote targeted training on topics where training is urgently needed, such as judicial measures to counter terrorism and prevent radicalisation in prisons. This concerns in particular applications of projects offering EU law training for those professions and in those Member States where this report has shown that there is room for improvement.

In the years ahead, the Commission will finetune and improve the design of this survey according to experience gained along those years in order to ensure that data is as complete and coherent as possible. Indeed, it is important to keep track of the developments of training in EU law across all legal professions and all Member States, to monitor the progress towards the Commission's objective to train half of the EU legal professionals in EU law or in the law of another Member State by 2020.

Beyond numbers, the Commission will strive to work with all stakeholders to continue to improve the quality of the training offer, in line with legal practitioners' training needs. A practical guide that will be published together with this report as a result of the Commission's expert group on European judicial training includes concrete advice and examples how to achieve high quality judicial training.

The Commission remains determined to use the full potential of European judicial training to reach the consolidation of the European area of justice.

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	Czech Republic	IE	Ireland	SE	Sweden
DE	Germany	IT	Italy	SL	Slovenia
DK	Denmark	LT	Lithuania	SK	Slovakia
EE	Estonia	LU	Luxembourg	UK	United Kingdom
EL	Greece	LV	Latvia		
ES	Spain	MT	Malta		

