# Public consultation on improving cross-border access to electronic evidence in criminal matters

Fields r	marked	with *	are	mandatory	٧.
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#### Introduction

Obstacles to accessing electronic evidence complicate criminal investigations and therefore affect criminal justice in the digital age. Criminal procedural measures to gather evidence as part of a criminal investigation are usually national in scope. By contrast, obtaining electronic evidence frequently has cross-border implications. Therefore, authorities have to rely on judicial cooperation mechanisms like mutual legal assistance (MLA) or, within the EU, mutual recognition, on the direct cooperation of service providers, or on direct access to obtain electronic information. All three channels raise different types of issues affecting the investigations that may result in abandoned and unsuccessful cases and, ultimately, in a less effective criminal justice.

In the perspective of improving access to electronic evidence in criminal investigations, the Commission will assess the scope for horizontal or further sectorial action at EU level, while respecting the principle of subsidiarity. The present public consultation is intended to feed this assessment - without, however, either prejudging any action by the European Union or prejudging the legal feasibility of an EU action with regards to the limits of the Union's competence.

### About you

- 1 You are welcome to answer the questionnaire in any of the <u>24 official languages</u> of the EU. Please let us know in which language you are replying.
- \*2 You are replying
  - as an individual in your personal capacity
  - in your professional capacity or on behalf of an organisation

3 If you are replying on your behalf: How are you affected by legislation in this area?
As a citizen/user of digital services
<ul> <li>As staff of a law enforcement or judicial authority (judge, prosecutor, police)</li> </ul>
As a civil servant of a public authority or administration
As a lawyer
<ul> <li>As an employee of an electronic communication service provider (e.g telecommunications operators, transmission services excluding broadcasting, etc)</li> </ul>
<ul> <li>As an employee of an information society service provider (e.g. online services, cloud services, social networks, platforms etc)</li> </ul>
As an employee of a non-governmental organisation (NGO)
As an academic
Other
4 If "other", please specify:
*5 First name
*6 Last name
*7 Email address
If you do not have an email address, please write "Not available".

	Austria
	Belgium
	Bulgaria
	Croatia
	Cyprus
	Czech Republic
	Denmark
	Estonia
	Finland
	France
	Germany
	Greece
0	Hungary
0	Ireland
0	Italy
	Latvia
	Lithuania
	Luxembourg
	Malta
	Netherlands
	Poland
	Portugal
	Romania
	Slovakia
0	Slovenia
	Spain
0	Sweden
	United Kingdom
	Other
9 If	"other", please specify:
*10 \	Vaur aantrihutian
	Your contribution, that whatever ontion chosen, your answers may be subject to a request for public access to documents under Regulation (FC).
INDIC I	nor whorever communicationer, your answers may be subject to a requestrior budget 300ess to documents under <b>Beautation (FL</b> )

\*8 Country of residence

Note that, whatever option chosen, your answers may be subject to a request for public access to documents under Regulation (EC) N°1049/2001

- can be published with your personal information (I consent the publication of all information in my contribution in whole or in part including my name or my organisation's name, and I declare that nothing within my response is unlawful or would infringe the rights of any third party in a manner that would prevent publication)
- can be published provided that you remain anonymous (I consent to the publication of any information in my contribution in whole or in part (which may include quotes or opinions I express) provided that it is done anonymously. I declare that nothing within my response is unlawful or would infringe the rights of any third party in a manner that would prevent the publication.

*11 Respondent's first name
*12 Respondent's last name
*13 Name of the organisation
*14 Email address
*15 What is the nature of your organisation?
Please select the answer option that fits best.
Electronic communication service provider (e.g. telecommunications operators, transmission services
excluding broadcasting, etc.)
Information society service provider (e.g. online services, cloud services, social networks, platforms, etc.)
Professional/business association
Government of a Member State or regional government
<ul> <li>Law enforcement or judicial authority or public authority directly related to it (e.g. Ministry of Justice,</li> <li>Ministry of Interior)</li> </ul>
Other public authority/administration
EU institutions or agencies
Data protection authority
Academic/research institution
C Law firm
Non-governmental organisation (NGO)
Other
*16 If "other", please specify:
*17 Is your organisation included in the Transparency Register?
If your organisation is not registered, we invite you to register <u>here</u> , although it is not compulsory to be registered to reply to this consultation. <u>Why a transparency register</u> ?
O Yes
O No
Not applicable

ם ח	loca of actablishment (main bondquarters in account multipational arganizations)
_	lace of establishment (main headquarters in case of multinational organisations)  Austria
0	Belgium
0	Bulgaria
_	Croatia
	Cyprus
_	Czech Republic
0	Denmark
	Estonia
	Finland
	France
	Germany
	Greece
	Hungary
	Ireland
	Italy
	Latvia
	Lithuania
	Luxembourg
	Malta
	Netherlands
	Poland
	Portugal
	Romania
	Slovak Republic
0	Slovenia
	Spain
0	Sweden
0	United Kingdom
0	Other
0 I	f "other", please specify:

Note that, whatever option chosen, your answers may be subject to a request for public access to documents under Regulation (EC) N°1049/2001
can be published with your organisation's information (I consent the publication of all information in my
contribution in whole or in part including the name of my organisation, and I declare that nothing within my response is unlawful or
would infringe the rights of any third party in a manner that would prevent publication)
can be published provided that your organisation remains anonymous (I consent to the publication of any
information in my contribution in whole or in part (which may include quotes or opinions I express) provided that it is done
anonymously. I declare that nothing within my response is unlawful or would infringe the rights of any third party in a manner that
would prevent the publication.
Part II: General Questions and Current Situation in your country/entity
The use of electronic communication tools is constantly growing, so are the criminal investigations that
require electronic evidence
*22 Instead of using landline and meeting in person criminals use more and more other information society
services, such as social media, webmail, messaging services and apps to communicate. Do you consider
the increased use of information society services as an obstacle for effective criminal investigations?
© Yes
© No
No opinion
1 No opinion
23 In what sense? (Please use the space below)
500 character(s) maximum
*24 In cross-border cases law enforcement and judicial authorities regularly have to address a judicial
authority of another State via a judicial cooperation mechanism such as mutual legal assistance or EU
mutual recognition mechanisms. Do you believe direct cross-border cooperation of law enforcement and
judicial authorities with digital service providers will bring an added value in criminal investigations?
O Yes
O No
No opinion
25 In what sense? (Please use the space below)
500 character(s) maximum
our character of maximum

\*21 Your contribution,

EU (reciprocity)	ne					
28 Which concerns would an EU initiativ	e in the	area of	electronic	evidence raise ir	n your view?	
	1	Very relevant	Releva	Somewhat relevant	Not relevant	No opinion
*Less competences compared to the current situation	0		0	0	0	0
*Confusing landscape of instruments (EIO, Budapest Convention, MLA)	0		0	0	0	0
* Difficulties in enforcing a request		0	0	0	0	0
29 Which concerns would an EU initiativ	e in the	area of	electronic	evidence raise ir	n your view?	
	Ver releva	•	Relevant	Somewhat relevant	Not relevant	No opinion
*Mandatory nature	0		0	0	0	0
*Increasing volume of requests	0		©	0	0	0
* Hampering customer's trust in your services	0		0	0	0	0

\*26 Should the European Commission propose measures to improve direct cooperation of EU law enforcement and judicial authorities with digital service providers headquartered in third countries under

27 Which concerns would an EU initiative in the area of electronic evidence raise in your view?

Very

relevant

Relevant

Not

relevant

Somewhat

relevant

No

opinion

the condition that sufficient safeguards are in place to protect your fundamental rights?

YesNo

No opinion

State

\*Negative impact on (fundamental) rights

guaranteed by national law / EU Law

\*Loss of sovereignty for your Member

\* Risk that third countries impose similar

obligations to service providers to

*Faster access to evidence by streamlined EU-wide approach					0	0		
*Legal certainty				0	0	0		
*Easier access to service provide	ers of oth	ner Mem	ber States	0	0	0		
What do you expect to be achie	eved by	an EU i	nitiative on e	lectronic	evide	nce?		
	Yes	No	No opinion					
*Legal certainty	0	0	0					
*EU wide common request form	0	0	0					
* Logal containty						Yes	No	No opinion
*Legal certainty  *Guarantees for the protection of	f fundam	ental rig	hts in accorda	ance with	n the	0	0	0
Charter of Fundamental Rights								

30 Others/comments (please use the space below)

31 What do you expect to be achieved by an EU initiative on electronic evidence?

500 character(s) maximum

n the data in question is stored in another of Iquartered in another country. In your opinions ss to electronic evidence for criminal inves	on, which of	the followin	g are the mair	obstacles t	to obta
	very relevant	relevant	somewhat relevant	not relevant	no opin
*Difficulties to determine where the data is stored	0	0	0	0	0
* Difficulties to determine the seat of establishment of the relevant service provider	0	0	0	0	0
* Difficulties to obtain electronic evidence when the service provider in question has outsourced its computing resources e.g. to a cloud service provider	0	0	0	0	•
* Service providers have different policies regarding which information has to be included in a request	0	0	0	©	0
* Non-existence of appropriate national legal framework for swiftly obtaining e- evidence	0	0	0	0	0
*No common definition of the type of the requested data	0	0	0	0	0
*Lengthy process to finally receive or access the electronic evidence through judicial cooperation	0	0	0	0	0
* Unpredictability of responses by the service provider when the request is not mandatory	0	0	0	0	0
*Lack of enforceability	0	0	0	0	0
*Lack of admissibility of the evidence in court	0	0	0	0	0

\*35 Besides the possibility to set up a legal framework for cases with cross-border dimension, do you think

36 Experience shows that access to electronic evidence can be cumbersome and ineffective, especially

the possible EU initiative should also cover purely domestic cases?

YesNo

No opinion

37 To evaluate the impact of a possible EU initiative it is important to be informed about the current legal framework in the Member States to access electronic evidence. Does the national legal framework in your country cover the following scenarios? (Please select in cases where the described scenarios are applicable in your country)

(As the definition of the kind of data might differ from Member State to Member State refer to the data as you are familiar with in your country):

	Requesting information on suscriber data	Requesting information on metadata	Requesting information on content data
*A specific severity of the offence is required			
*Police may directly contact service providers			
*Prosecutor may directly contact service providers			
*Judge has to issue a production order			
*Judicial order is mandatory but in urgent circumstances the police or prosecutor may directly contact the service provider			

38 Swift information is essential in criminal investigations and seems to be a crucial point in cases where electronic evidence is needed. From your experience, how long does it take until you get under normal circumstances the requested evidence from the service provider (average time in calendar days) when the service provider is located ...

	within 2 days	between 3-5 days	between 6-10 days	between 11-30 days	between 1 month- 6 months	more than 6 months	more than 1 year
In your Member State	0	0	0	0	0	0	0
In another Member State when directly contacting the service provider	0	0	0	0	©	0	0
In another Member State by European investigation order (EIO)	0	©	0	•	©	0	•
In another Member State by mutual legal assistance (MLA) /within the scope of the Council of Europe Budapest Convention on Cybercrime	©	©	©	•	©	•	•
In a third country when directly contacting the service provider	0	0	0	0	0	•	0
In a third country by mutual legal assistance (MLA) /within the scope of the Council of Europe Budapest Convention on Cybercrime	•	•	•	•	•	•	•

*39 To understand the parameters for costs and the cost-intensity of a request, the European Commission wants to get a clearer picture about the current situation in the Member States. Do you incur costs when you request access to electronic evidence (not counting your own administrative costs) if the service provider is located in your Member State?  No costs
Costs charged by service provider
Others
40 Costs charged by the service provider (please tick the box that is relevant, multiple choice possible)
depends on the service provider
depends on the type of data requested
depends on the volume of data requested
*41 If you replied "others" please specify below
500 character(s) maximum
42 In case of costs, please specify the average amount in Euro per request
500 character(s) maximum
*43 Do you incur costs when you request access to electronic evidence (not counting your own
administrative costs) if the service provider <b>is not</b> located in your Member State?  No costs
<ul><li>Costs charged by service provider</li><li>Others</li></ul>
Unicis

44 Costs charged by the service provider (please tick the box that is relevant, multiple choice possible)
depends on the service provider
depends on the type of data requested
depends on the volume of data requested
*45 If you replied "others" please specify below
500 character(s) maximum
46 In case of costs, please specify the average amount in Euro per request
500 character(s) maximum

47 How many of your requests to access electronic evidence were addressed to service providers with headquarters...

	2015	2016	No data available
in your country			
in another Member State within the EU			
in a third country outside the EU			

*48 Has your business ever been requested by a judicial or law enforcement authority to provide acces	s to
electronic evidence for a criminal investigation?	

Yes

O No

I don't know

49 If your **headquarters are located within the EU:** How many requests are from a European law enforcement or judcial authority that is located...

	2015	
in the same Member State as your headquarters		
in another Member State as your headquarters		

50 If your **headquarters are located in a third country:** How many requests are from a European law enforcement or judcial authority that is located in an European Member State in the following years?

	2015
Number of requests	
No data available/applicable	

*51 The time it takes for service providers to provide the requested data seems to vary a lot. In your
experience, does it take longer to provide the requested data when the requesting judicial or law
enforcement authority is located in another country as your headquarters?
O Ves

NoI don't know

52 How long does it take before you can provide the requested data (average in days)?

	within 2 days	between 3-5 days	between 6-10 days	between 11-30 days	between 1 month- 6 months	more than 6 months	more than 1 year
When the requesting authority is situated in the same country	0	0	•	•	•	•	0
When the requesting authority is not situated in the same country	0	0	0	0	0	0	0

53 What are the main obstacles in cross border situations to swiftly provide the requested data? (please rate relevance below)

	very relevant	relevant	somewhat relevant	not relevant	no opinion
*Legal uncertainty	0	0	0	0	0
*No common definition of the type of the requested data	0	0	0	0	0
*Requests differing in form and content between Member States	0	0	0	0	0
*Need to assess the legitimacy of the request	0	0	0	0	0
*Insufficient information to assess the legitimacy of the request	0	0	0	0	0
*Need to assess authenticity of the request e.g. that the request is from a law enforcement authority	©	0	0	0	0
* Guaranteeing the protection of fundamental rights, including personal data protection and privacy	0	0	0	0	0
*Conflicting obligations for the digital service provider deriving from different legal frameworks (requesting State and State in which the headquarter is located)	0	0	0	0	•

54	Others:	(please	use the	space	below)
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50	00 character(s) maximum	

55 What are the most relevant drivers for costs for your entity if the requests come from an authority that is **not** located in the same country as your headquarters? (please rate relevance below)

	very relevant	relevant	somewhat relevant	not relevant	no opinion
* Need to assess the authenticity and legitimacy of the requests	0	0	0	0	0
*Requests do not provide all necessary information, so more information is needed	0	0	0	0	0
*In cases of questions, to contact the relevant person	0	0	0	0	0
*No common definition of the type of requested data	0	0	0	0	0
*The volume of requests	0	0	0	0	0
* Requests differing in form and content between Member States	0	0	0	0	0

56 Oth	ners : F	Please	specify	in	the	space	below
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500	0 characte	r(s) maximum	

57	Are these cost-drivers also applicable in purely domestic cases? Please specify in the space b	elow
500	character(s) maximum	

## Part III. Access to e-evidence by a direct production request/order to the digital service provider

58 A possible EU initiative could enable law enforcement authorities to directly request (through a "production request") or compel ("production order") a service provider in another Member State to disclose specific information about a user without having to go through a law enforcement or judicial authority in the other Member State. Do you think a EU initiative should cover

	Yes	No	No opinion
*A direct production request to the service provider (voluntary measure)?	0	0	0
* A direct production order to the service provider (mandatory measure)?	0	0	0

59 If the European Commission proposes a legal Framework for direct cross-border requests to service providers: how relevant are the following conditions for a possible cross-border instrument to access e-evidence (Please rate relevance below)?

	very relevant	relevant	somewhat relevant	not relevant	no opinion
* Direct access should only be given for a limited number of offences (e.g. depending on the severity)	0	0	0	0	0
*Condition that the act is punishable in both countries (double criminality)	0	0	0	0	0
* Specific safeguards to ensure fundamental rights	0	0	0	0	0
* Notification of another Member State affected by this measure	0	0	0	0	0
* Possibility for the notified Member State to object the measure	0	0	0	0	0
* Notification of the targeted person	0	0	0	0	0
*Legal remedies for the person affected	0	0	0	0	0

60	Others	:	Please	specify	in	the	space	belo	W
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50	00 character(s) maximum		

61 Data is frequently categorised as non-content (subscriber information, e.g. the name of an e-mail account holder and metadata, e.g. the time an e-mail was sent) or as content (e.g. the content of an e-mail). If the EU would establish a legal framework for the direct cross-border cooperation with service providers, which data should be subject to it?:

	All types of data (content and non-content)	Only non-content data (suscriber information and metadata)
Only data stored in the EU	0	•
Also data stored outside the EU	0	0
Depending on where the service provider is located	0	•

*62 If the EU would establish a legal framework for the direct cross-border cooperation with service providers, which types of service providers should be subject to it (multiple choice)?  Electronic communication service providers (e.g. telecommunications operators, transmission services excluding broadcasting, etc.)  Information society service providers (e.g. online services, cloud services, social networks, platforms, etc.)  Other digital services providers relevant for investigation measures							
63 If you replied other, please specify in the space below  500 character(s) maximum							
Part IV. Direct access to e-evidence through an inform without any intermediary (e.g. a service provider) investigation			tem				
There could be a situation e.g. during a house search on the suspect's premises searched and access to his/her virtualised storage media (cloud-based) is possible seized device, but it might be unclear where the data is stored or whether there is dimension at all.	ole direct	tly from	the				
*64 Do you see any need for a common EU framework for this situation?  Yes  No  No opinion  65 If the European Commission should decide to propose a legal Framework for	this situ	ation. v	vhat				
should the proposal provide?							
	Yes	No	No opinion				
*Condition that the act is punishable in both countries (double criminality)	0	0	0				
*Specific safeguards to ensure fundamental rights	0	0	0				
*Notification of another Member State affected by this measure	0	0	0				
*Possibility for the notified Member State to object the measure	0	0	0				
*Notification of the targeted person	0	0	0				
*Legal remedies for the person affected (including challenging the admissibility of evidence)	0	0	0				
66 Others : Please specify in the space below 500 character(s) maximum							

### Part V. International scope

Important service providers are often headquartered in third countries, such as in the US. Alternatively or additionally, the requested data may be stored in a third country. These elements often hamper criminal investigations.

67 To identify the obstacles the European Commission is interested in your opinion: which are the main difficulties in cases with a third country dimension? (Please rate importance below)

	very important	important	somewhat important	not important	no opinion
* Identification of the responsible representative of the relevant service provider	0	0	0	0	0
*Contacting the responsible representative of the relevant service provider	0	0	0	©	0
* Identification of the responsible contact person of the law enforcement authority	0	0	0	0	0
*Lack of a common form	0	0	0	0	0
*Lack of a responsible representative of the service provider in the EU	0	0	0	0	0
*Lack of a single electronic platform to safely transfer the request and the electronic data requested	0	0	0	0	0
*Lack of direct access to content	0	0	0	0	0

68 Others : Pleas	se specify in the space below		
500 character(s) m	naximum		

69 In your opinion, what could improve criminal investigations with a third country dimension? (Please rate importance below)

	very important	important	somewhat important	not important	no opinion
*Conclusion of bilateral treaties with main affected third parties	0	0	0	0	0
*Conclusion of multilateral treaties	0	0	0	0	0
*Development of an EU-wide common system/approach	0	0	0	0	0

	common system/approach					
70	Other Division of the Heavisian					
	Others: Please specify in the space be	elow				
500	O character(s) maximum					
71	Which are the most relevant third coun	tries vou nee	d to approacl	n for access to	e-evidence?	(multiple
choi			a to approact			(
	Afghanistan					
	Albania					
	Algeria					
	Andorra					
	Angola					
	Antigua and Barbuda					
	Argentina					
	Armenia					
	Australia					
	Austria					
	Azerbaijan					
	Bahamas					
	Bahrain					
	Bangladesh					
	Barbados					
	Belarus					
	Belgium Belize					
	Bhutan					
	Bolivia					

Bosnia and Herzegovina

BotswanaBrazil

Brunei Darussalam
Bulgaria
Burkina Faso
Burundi
Cabo Verde
Cambodia
Cameroon
Canada
Central African Republic
Chad
Chile
China
Colombia
Comoros
Congo
Costa Rica
Croatia
Cuba
Cyprus
Czech Republic
Côte D'Ivoire
Democratic Republic of the Congo
Denmark
Djibouti
Dominica
Dominican Republic
Ecuador
Egypt
El Salvador
Equatorial Guinea
Eritrea
Estonia
Ethiopia
Fiji
Finland
France
Gabon
Gambia
Georgia
Germany
Ghana
Greece
Grenada
Guatemala
Guinea
Guinea Bissau

Guyana
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Jamaica
Japan
Jordan
Kazakhstan
Kenya
Kiribati
Kuwait
Kyrgyzstan
Laos
Latvia
Lebanon
Lesotho
Liberia
Libya
Liechtenstein
Lithuania
Luxembourg
Madagascar
Malawi
Malaysia
Maldives
Mali
Malta Marahall Islanda
Marshall Islands Mauritania
Mauritius
Mexico
Micronesia
Monaco
Mongolia
Montenegro
Morocco
Mozambique
Myanmar

Namibia
Nauru
Nepal
Netherlands
New Zealand
Nicaragua
Niger
Nigeria
North Korea
Norway
Oman
Pakistan
Palau
Panama
Papua New Guinea
Paraguay
Peru
Philippines
Poland
Portugal
Qatar
Republic of Moldova
Romania
Russian Federation
Rwanda
Saint Kitts and Nevis
Saint Lucia
Saint Vincent and the Grenadines
Samoa
San Marino
Sao Tome and Principe
Saudi Arabia
Senegal
Serbia
Seychelles
Sierra Leone
Singapore
Slovakia
Slovenia
Solomon Islands
Somalia
South Africa
South Korea
South Sudan
Spain
Sri Lanka

Sudan
Suriname
Swaziland
Sweden
Switzerland
Syrian Arab Republic
Tajikistan
Tanzania
Thailand
The former Yugoslav Republic of Macedonia
☐ Timor-Leste
□ Togo
□ Tonga
Trinidad and Tobago
Tunisia
Turkey
Turkmenistan
☐ Tuvalu
☐ Uganda
Ukraine
United Arab Emirates
United Kingdom
United States of America
Uruguay
Uzbekistan
■ Vanuatu
□ Venezuela
☐ Viet Nam
☐ Yemen
☐ Zambia
Zimbabwe

### Document upload and final comments

72 Should you wish to provide additional information (e.g. a short position paper) or raise specific points not covered by the questionnaire, you can upload your additional document here.

Please note that the uploaded document will be published alongside your response to the questionnaire which is the essential input to this open public consultation. The optional document will serve only as additional background reading to better understand your position.