5th WORKING MEETING OF THE CDDH INFORMAL WORKING GROUP ON THE ACCESSION OF THE EUROPEAN UNION TO THE EUROPEAN CONVENTION ON HUMAN RIGHTS (CDDH-UE) WITH THE EUROPEAN COMMISSION

Draft meeting report

Strasbourg, Tuesday 25 January (9.30 am) – Friday 28 January 2011 (1.30 pm)

Agora Building, Room G04
Council of Europe
Item 1: Opening of the meeting and adoption of the agenda

1. The fifth working meeting of the CDDH informal working group on the accession of the European Union to the European Convention on Human Rights (CDDH-UE) with the European Commission was held in Strasbourg on 25-28 January 2011 with Ms Tonje MEINICH (Norway) in the Chair. The list of participants can be found in Appendix I. The agenda as adopted and the references to the working documents appear in Appendix II.

Item 2: Exchange of views with representatives of civil society

2. In accordance with the decisions taken at the last meeting, the participants held an exchange of views with representatives of civil society, namely the Advice on Individual Rights in Europe (AIRE) Centre, speaking also on behalf of Amnesty International, the European Trade Union Confederation and JUSTICE, and with the European Group of National Human Rights Institutions.

3. The representatives of civil society stressed the vast potential of topics which could raise an issue under both EU law and the Convention after the EU accession to the latter, such as the transfer and detention of asylum seekers, the transfer of suspects under the EU arrest warrant, cross-border issues, child custody issues, discrimination based on nationality, trafficking of human beings or data protection. They underlined the importance to apply to the EU with regard to the Court’s jurisdiction *ratione temporis* the same standards as for any other High Contracting Party that had acceded to the Convention system in the past. With regard to the introduction of a co-respondent mechanism, the representatives of civil society suggested that, while the introduction of such a mechanism was in general to be welcomed and certainly to the applicant’s benefit, its application should rather be handled with caution. They underlined that in their view in the majority of cases involving EU law it would be sufficient to involve the EU as a third party to the proceedings, rather than as a co-respondent, and that the use of the co-respondent mechanism would add considerable burden on the applicants, not least with regard to legal costs. Finally, it was underlined that in cases involving co-respondents third-party interventions should commence only once the submissions by the co-respondent has been received. The representatives of civil society also gave their opinions on the prior involvement of the Court of Justice of the European Union in cases in which it has not been able to pronounce itself on the compatibility of an EU act with fundamental rights.

4. At the end of the exchange of views, the participants thanked the representatives of civil society for their very valuable presentations and contributions. They stressed that this input had provided considerable elements for reflection in view of the discussion of certain issues at future meetings. The representatives of civil society wishing to do so were invited to submit a new paper with their observations in writing on time for the next meeting of the CDDH-UE, in March 2011. The representatives of civil society expressed the view that a second round of consultations would be desirable once discussion on the first draft of the accession agreement will be completed.
Item 3.: Elaboration of the accession instrument(s):

a. Procedural means guaranteeing the prior involvement of the Court of Justice in cases in which it has not been able to pronounce on compatibility of an EU act with fundamental rights (item C.5 of the provisional list of issues)

5. The participants were informed about the meeting held on 17 January 2011 in Luxembourg between delegations of the European Court of Human Rights and of the Court of Justice of the European Union, and about the joint communication by the Presidents of the two Courts (attached in Appendix III). The participants then focused on option 4 proposed by the Secretariat in document CDDH-UE(2011)02.

6. Most participants recognised that in cases where the European Union is a co-respondent, the Court of Justice of the European Union should have the opportunity to rule, if it has not yet done so, on the conformity of the act of the European Union at issue with fundamental rights, and that for this purpose an internal EU accelerated procedure should be set up and referred to in the accession agreement. Such a procedure should not affect the competences of the European Court of Human Rights. It was also recognised that while the procedure before the European Court of Human Rights should take into account the proceedings before the Court of Justice of the European Union, the latter should not unduly delay the procedure before the European Court of Human Rights. On this basis, the Group tentatively agreed on a possible text of a provision for the accession agreement dealing with the matter, which appears in Appendix IV to the present report, and gives instructions to the Secretariat with regard to the corresponding text for the explanatory report. However, a number of participants reserved their general position on the introduction of this procedure, including with respect to its conformity with the principle of equality of all High Contracting Parties. Some participants considered that such procedure should also be mentioned in the Convention, pending a clearer definition of the co-respondent mechanism, of which such procedure would be part. It was therefore agreed to come back to this question in the context of the future discussions on the co-respondent mechanism.

b. Exchange of views with Mr Màrio Martins, Director General of Administration, on Participation of the EU in the expenditure related to the Convention system (item D.4 of the provisional list of issues)

7. In the absence of the Director General of Administration, the Secretariat reported to the participants about the developments in the discussions with the European Commission on the possible methods for calculation of the contribution of the EU to the expenditure related to the Convention system. On the basis of the conclusion of such discussions, the Secretariat shall submit a proposal for a specific provision in the accession agreement.

c. Examination of issues mentioned in chapter E of the provisional list of issues on the basis of draft elements prepared by the Secretariat

8. The participants discussed the question of the final clauses of the accession agreement on the basis of draft elements prepared by the Secretariat. As regards the signature and ratification of the accession agreement, it was agreed that the accession agreement should contain a provision based on the standard clause proposed by the Secretariat in paragraph 5 of document CDDH-UE(2011)01, with a number of amendments taking into account the specificities of such agreement.
9. It was also agreed that only the current High Contracting Parties to the Convention and the EU will become parties to the accession agreement, and that therefore a classical provision opening the latter for signature by any (current and future) party to the Convention would not be necessary. As regards States becoming High Contracting Parties to the Convention after the opening for signature of the accession agreement, the possible need to ensure that they are bound by the provisions of the accession agreement which have “permanent” effects shall be ensured otherwise.

10. As regards the modalities of the entry into force of the accession agreement, the participants agreed that a tacit acceptance clause is an option that could not politically be envisaged, and that in such context a “traditional” entry into force clause such as the one proposed by the Secretariat in paragraph 8 of document CDDH-UE(2011)01 would be preferable. Most participants also considered that the characteristics and the effects of the accession agreement were such that it would not seem appropriate to give provisional application to it, or to a part thereof.

11. The participants agreed, as regards the effects of the entry into force of the accession agreement, that the ratification of the accession agreement by the 47 High Contracting Parties to the Convention and by the European Union, and the consequent entry into force, will have the simultaneous effect of amending the Convention and include the European Union among its Parties, without the need for a further deposit of an instrument of accession to the Convention by the latter.

12. With respect to future amending and additional protocols (item E.3 of the provisional list of issues), the participants noted that this question was strictly linked to the question of the possible right to vote to be granted to the European Union in the Committee of Ministers when the latter exercises functions under the Convention (in particular under Articles 39 and 46), on which no consensus had been reached at the last meeting.

13. With respect in particular of the right of the EU to take part in the decision-making procedure when elaborating amending and additional protocols to the Convention, as well as other instruments related thereto, the discussion focused on two questions: on the elaboration of which instruments should the EU take part with a right to vote, and in which Council of Europe bodies should such participation be envisaged. On the first question, it was considered that the EU should be entitled to a right to vote when adopting amending and additional protocols to the Convention, as well as with regard to instruments by which it would, as a party to the Convention, be directly affected. On the second question, bearing in mind the distinction between the “statutory” and the “conventional” functions of the Committee of Ministers, it was noted that, so far, the Convention did not contain any provision regarding the adoption of amending and additional protocols, and that such instruments were at present adopted by the Committee of Ministers exercising its “statutory” functions.

14. On this basis, the participants considered that it could be possible, in principle, to amend the Convention to have the effect that decisions regarding amending and additional protocols, as well as any other non-binding instrument addressed to the High Contracting Parties to the Convention, may be taken by the Committee of Ministers with the participation, with right to vote, of the other High Contracting Parties to the Convention.

15. Finally, the participants agreed on the notification clause proposed by the Secretariat in paragraph 20 of Document CDDH-UE(2011)01.
Item 4: Any other business

16. The participants agreed on the possibility, at one of the forthcoming meetings, to hold an exchange of views with members of the Parliamentary Assembly. The participants also agreed to hold their 7th meeting from 10 to 13 May 2011, subject to confirmation by the CDDH. Decisions on future meetings were postponed waiting for guidance from the CDDH in this respect. The 6th meeting will be held, as agreed, from 15 to 18 March in Strasbourg.
APPENDIX I

LIST OF PARTICIPANTS

ARMENIA / ARMENIE
M. Levon AMIRJANYAN, Chef du département des affaires juridiques, Ministère des affaires étrangères, Place de la République, Maison de Gouvernement 2, Yerevan 0010
Tel : +37410 54 40 41 (ext 278)
e-mail: lamirjanyan@mfa.am

CROATIA / CROATIE
Ms Vesna BATISTIĆ KOS, Head of the Department for International Organisations and Human Rights, Directorate for Multilateral Affairs, Ministry of Foreign Affairs and European Integration, Trg Nikole Subica Zrinskog 7-8, 10000 Zagreb
Tel.: + 385 1 4569 993 ; Fax : +385 1 459 416
e-mail : vesna.kos@mvpei.hr

FINLAND / FINLANDE
Mr Arto KOSONEN, Government Agent, Director of the Unit for Human Rights Court and Conventions, Legal Service, Ministry of Foreign Affairs, P.O. Box 411, FI-00023 Government
Tel : +358 9 1605 5729 ; Fax : +358 9 1605 5951
e-mail: arto.kosonen@formin.fi

Ms Maria GUSEFF, Legal counsellor, Unit for EU and Treaty Law, Legal Service, Ministry for Foreign Affairs, P.O.Box 417, Laivastokatu 22 B, FIN-00023 Government
Tel: +358-9-160 55341; Fax: +358-9-160 55707
e-mail: maria.guseff@formin.fi

FRANCE
Mme Anne-Françoise TISSIER, Sous-directeur des droits de l’homme, Agent du Gouvernement, Ministère des affaires étrangères, DJ/HOM, 57 boulevard des Invalides, 75007 Paris
Tel : +33 1 53 69 36 18 ; Fax : + 33 1 53 69 36 74
e-mail : anne-francoise.tissier@diplomatie.gouv.fr

GERMANY / ALLEMAGNE
Mr Hans-Jörg BEHRENS, Permanent Deputy Agent for Human Rights, Bundesministerium der Justiz, Mohrenstr. 37, 10117 Berlin
Tel: +49 30 2025 9444 ; Fax: +49 30 2025 9492
e-mail: behrens-ha@bmj.bund.de

LATVIA / LETTONIE
Ms Inga REINE, Government Agent, Representative of the Government of Latvia before International Human Rights Organizations, Ministry of Foreign Affairs, Brivibas blvd 36, Riga 1395
Tel: +371 70 16 340 ; Fax: +371 72 88 121
e-mail: inga.reine@mfa.gov.lv

MONTENEGRO / MONTÉNÉGRO
Ms Ivana JELIC, Professor in Human Rights Law and Legal expert to the Ministry, Law Faculty of University of Montenegro, Ministry for Human and Minority Rights of Montenegro, Pravni fakultet, Univerzitet Crne Gore, Ul. 13. jula br. 2, 81000 Podgorica
Tel: 00382 67 879 498 ; Fax: 00382 20 481 140
e-mail: ijelic@yahoo.com
THE NETHERLANDS / PAYS-BAS
Mr Roeland BÖCKER, Government Agent, Ministry of Foreign Affairs, Dept. DJZ/IR, P.O. Box 20061, 2500 EB The Hague
Tel: +31 70 348 48 98 ; Fax: +31 70 348 5128
e-mail: roeland.bocker@minbuza.nl

Mr Ivo VAN DER STEEN, Head of the Centre of Expertise on European Law, Ministry of Foreign Affairs, P.O. Box 20061, 2500 EB The Hague
Tel.: +31-70-3486899 ; Fax +31-70-3485522
e-mail: ivo-vander.steen@minbuza.nl

NORWAY / NORVEGE
Ms Tonje MEINICH, [Présidente/Chair], Head of Department of European and International Affairs, Norwegian Ministry of Justice, P.O. Box 8005 Dep., N-0030 Oslo
Tel.: +47 22 24 53 81
e-mail: tonje.meinich@jd.dep.no

ROMANIA / ROUMANIE
M. Razvan ROTUNDU, Conseiller, Mission Permanente de la Roumanie auprès de l'Office des Nations Unies à Genève et des organisations internationales en Suisse, Chemin de la Perriere 1223 Cologny, Genève
Tel : + 41 22 752 10 50; Fax: +41 (0) 22 752 29 76
e-mail: razvan.rotundu@romaniaunog.org; rotundu@gmail.com

RUSSIAN FEDERATION / FEDERATION DE RUSSIE
Mr Oleg MALGINOV, Director, Department for Humanitarian Cooperation and Human Rights, Ministry of Foreign Affairs, 32/34, Smolenskaya-Sennaya sq., 119200 Moscow
Tel: 007 499 244 30 25; Fax: 007 499 244 30 45
e-mail: dgpch@mid.ru ; e-mail: mos_dgpch@mail.ru

Mr Ivan VOLODIN, Acting Head of Division, legal Department, Ministry of Foreign Affairs, 32/34, Smolenskaya-Sennaya sq., 119200 Moscow
Tel.: +7 499 241 7718 ; fax: + 7 499 244 2166
I_volodin@yahoo.com

SWITZERLAND / SUISSE
M. Frank SCHÜRMANN, Agent du Gouvernement, Chef de la Section des droits de l'homme et du Conseil de l'Europe, Office fédéral de la justice, Bundesrain 20, CH-3003 Berne
Tel : +41 31 322 41 50 ; Fax : +41 31 322 78 64
e-mail : frank.schuermann@bj.admin.ch

TURKEY / TURQUIE
Mme Deniz AKÇAY, Adjointe au Représentant permanent de la Turquie auprès du Conseil de l’Europe, 23, boulevard de l’Orangerie, F-67000 Strasbourg
Tel: +33 3 88 36 50 94 ; Fax: +33 3 88 24 03 73
e-mail: dakcay@mfa.gov.tr

UNITED KINGDOM / ROYAUME-UNI
Mr Rob LINHAM, Head of Litigation, Legislation and the European Institutions, Human Rights Division, Ministry of Justice, 5th Floor Area 5.16, 102 Petty France, London, SW1H 9AJ
Tel: +44 20 3334 3851; Fax: +44 20 3334 3744
e-mail: rob.linham@justice.gsi.gov.uk

EUROPEAN COMMISSION / COMMISSION EUROPÉENNE
Mr Hannes KRAEMER, Member of the Legal Service, Bruxelles
Ms Caroline TEN DAM (SJ), Member of the Legal Service, Bruxelles
e-mail: Caroline.TEN-DAM@ec.europa.eu

Mr Thomas STREINZ
e-mail: thomas.streinz@ec.europa.eu

Mr Antonino LA PIANA, Deputy to the head of Delegation, EU Delegation to Council of Europe, 18 Bld de l’Orangerie, 67000 Strasbourg
Tel.: + 33 (0)3 90 40 60 85
e-mail: antonino.la-piana@ec.europa.eu

Mr Luis TARIN MARTIN, Deputy to the head of Delegation, EU Delegation to Council of Europe, 18 Bld de l’Orangerie, 67000 Strasbourg
Tel.: + 33 (0)3 90 40 60 83
e-mail: luis.tarin-martin@ec.europa.eu

Ms Ulrika FLODIN-JANSON
Tel.: + 33 (0) 3 88 41 23 35
e-mail : Ulrika.FLODIN-JANSON@coe.int

Mr Erik WENNERSTROEM, Principal Legal Adviser on International Law, Ministry for Foreign Affairs, International Law and Human Rights Department, Stockholm
Tel.: +46 8 405 51 75
e-mail: erik.wennerstrom@foreign.ministry.se

Mme Elise CORNU, Legal Advisor, Direction du Conseil Juridique/Directorate of Legal Advice
Tel.: + 33 (0) 3 88 41 23 18
e-mail: elise.cornu@coe.int

Mr Michael O’BOYLE, Greffier adjoint de la Cour /Deputy Registrar of the Court
Tel.: +33 (0) 3 88 41 23 59
e-mail: Michael.Oboyle@echr.coe.int

M. Johan CALLEWAERT, Greffier Adjoint de la grande Chambre / Deputy Grand Chamber Registrar
Tel.: 00 33 (0) 3 88 41 24 00
e-mail: Johan.Callewaert@echr.coe.int

Amnesty International
Ms Rita PATRÍCIO, Executive Officer Council of Europe, Amnesty International European Institutions Office, Brussels Office: rue de Trèves, 35, Boite 3 B-1040 Brussels, Belgium
Tel: switchboard +32-2-5021499 Fax: +32-2-5025686
e-mail: rpatricio@amnesty.eu ; http://www.amnesty.eu/
The Aire Centre (Advice on Individual rights in Europe)
Ms Nuala MOLE, 17 Red Lion Square, London WC1R 4QH
e-mail: nmole@airecentre.org

Mr Adam WEISS, 17 Red Lion Square, London WC1R 4QH
e-mail: aweiss@airecentre.org, http://www airecentre.org/

European Trade Union Confederation (ETUC) / Confédération européenne des syndicats (CES)
Mr Klaus LÖRCHER
e-mail: K.Loercher@t-online.de

European Group of National Human Rights Institutions / Groupe européen des institutions nationales des droits de l'homme
Ms Paola UCCELLARI, Senior Lawyer (Legal Policy)
Tel.: +44 020 31170371,
e-mail: paola.ucellari@equalityhumanrights.com

Human Rights Watch
(Excused/excusé)

International Commission of Jurists (ICJ) / Commission internationale de Juristes (CIJ)
(Excused/excusé)

JUSTICE
Ms Jodie BLACKSTOCK, Barrister and Senior Legal Officer (EU: Justice and Home Affairs),
JUSTICE, 59 Carter Lane, London EC4V 5AQ
Tel: +44 020 7762 6436; Fax: +44 020 7329 5055
e-mail: jblackstock@justice.org.uk; http://www.justice.org.uk/

* * *

Council of Europe/Conseil de l'Europe, F-67075 STRASBOURG CEDEX

M. Philippe BOILLAT, Director General / Directeur Général
Tel.: +33 3 88 41 34 10
e-mail: philippe.boillat@coe.int

Mr Jan KLEIJSSEN, Director of Standart-Setting / Directeur des activités normatives
Tel.: +33 3 88 41 21 16
e-mail: jan.kleijssen@coe.int

Mr Jörg POLAKIEWICZ, Head of Department / Chef de Service, Human Rights Development
Department / Service du développement des droits de l’Homme
Tel.: +33 3 88 41 29 19
e-mail: jörg.polakiewicz@coe.int

Mr Daniele CANGEMI, Head of Division / Chef de Division, Human Rights Law and Policy Division / Division du droit et de la politique des droits de l’Homme, Secretary of the CDDH-UE / Secrétaire du CDDH-UE
Tel.: +33 3 88 41 22 24; Fax: +33 3 88 41 37 39
e-mail: nicola-daniel.cangemi@coe.int
Mr Matthias KLOTH, Administrator, Human Rights Law and Policy Division / Division du droit et de la politique des droits de l’Homme
Tel.: +33 (0)3 88 90 21 49 84
e-mail: matthias.kloth@coe.int

Mme Valérie PEARD, Principal Assistant, Human Rights Law and Policy Division / Division du droit et de la politique des droits de l’Homme
tel.: +33 3 88 41 31 58
e-mail: valerie.peard@coe.int

Ms Diana CAPUTO, Trainee, Human Rights Law and Policy Division / Division du droit et de la politique des droits de l’Homme
e-mail: diane.caputo@coe.int

Mme Frédérique BONIFAIX, Assistant / Assistante, Human Rights Law and Policy Division / Division du droit et de la politique des droits de l’Homme
Tel.: +33 3 88 41 20 05 ; Fax: +33 3 88 41 37 39
e-mail: frederique.bonifaix@coe.int

Interpreters / Interprètes:
Mme Chloé CHENETIER
M. Didier JUNGLING
Mr Philippe QUAINÉ
APPENDIX II

Agenda

1. Opening of the meeting and adoption of the agenda

2. Exchange of views with representatives of civil society

   Working documents

   Views of the European Group of National Human Rights Institutions on EU Accession to the ECHR submitted to the CDDH-UE Working Group

   NGOs’ perspective on the EU accession to the ECHR: the proposed correspondent procedure and consultation with civil society

   Recommendations on the EU’s Accession to the European Convention on Human Rights (ECHR) submitted by the European Trade Union Confederation (ETUC) to the CDDH-UE Working Group

3. Elaboration of the accession instrument(s):

   a. Procedural means guaranteeing the prior involvement of the Court of Justice in cases in which it has not been able to pronounce on compatibility of an EU act with fundamental rights (item C.5 of the provisional list of issues)

   b. Exchange of views with Mr Mário Martins, Director General of Administration, on Participation of the EU in the expenditure related to the Convention system (item D.4 of the provisional list of issues)

   c. Examination of issues mentioned in chapter E of the provisional list of issues on the basis of draft elements prepared by the Secretariat

   Working documents

   Draft elements prepared by the Secretariat on Final Clauses (Chapter E of the draft list of issues)

   Draft additional elements prepared by the Secretariat on Procedural means guaranteeing the prior involvement of the Court of Justice of the EU in cases in which it has not been able to pronounce on compatibility of an EU act with fundamental rights (Item C.5 of the provisional list of issues)

   4th working meeting report (6-8 December 2010)

   Draft elements prepared by the Secretariat on the Procedure before the European Court of Human Rights (Chapter C of the draft list of issues)

   Draft elements prepared by the Secretariat on Institutional and Financial issues (Chapter D of the draft list of issues)

4. Any other business
APPENDIX III

Joint communication from Presidents Costa and Skouris

Delegations from the European Court of Human Rights (ECHR) and the Court of Justice of the European Union (CJEU) met on 17 January 2011 at the seat of the CJEU, in Luxembourg, in the context of the regular meetings of the two courts. As is usual on the occasion of these meetings, subjects of common interest were discussed. The first subject related to the application of the Charter of Fundamental Rights of the European Union and the second to the accession of the European Union to the European Convention for the Protection of Human Rights and Fundamental Freedoms.

1. As regards the Charter, it was observed that it has swiftly become of primary importance in the recent case-law of the CJEU. Since 1 December 2009, the date on which the Treaty of Lisbon entered into force and the date on which that treaty conferred on the Charter the status of primary law of the EU, it has been cited in some thirty judgments. Thus the Charter has become the reference text and the starting point for the CJEU's assessment of the fundamental rights which that legal instrument recognises. It is thus important to ensure that there is the greatest coherence between the Convention and the Charter insofar as the Charter contains rights which correspond to those guaranteed by the Convention. Article 52(3) of the Charter provides moreover that, in that case, the meaning and scope of the rights under the Convention and the Charter are to be the same. In that connection, a "parallel interpretation" of the two instruments could prove useful.

2. The accession of the EU to the Convention constitutes a major step in the development of the protection of fundamental rights in Europe. The Member States of the EU have enshrined the principle of that accession in the Treaty of Lisbon. As regards the Council of Europe, Protocol No 14, which entered into force on 1 June 2010, amends Article 59 of the Convention in order that the EU may accede to it. As a result of that accession, the acts of the EU will be subject, like those of the other High Contracting Parties, to the review exercised by the ECHR in the light of the rights guaranteed under the Convention.

In the context of this review of consistency with the Convention, a distinction can be drawn between direct actions and indirect actions, namely, on the one hand, individual applications directed against measures adopted by EU institutions subsequent to the accession of the EU to the Convention and, on the other, applications against acts adopted by the authorities of the Member States of the EU for the application or implementation of EU law. In the first case, the condition relating to exhaustion of domestic remedies, imposed under Article 35(1) of the Convention, will oblige applicants wishing to apply to the ECHR to refer the matter first to the EU Courts, in accordance with the conditions laid down by EU law. Accordingly, it is guaranteed that the review exercised by the ECHR will be preceded by the internal review carried out by the CJEU and that subsidiarity will be respected.

By contrast, in the second case, the situation is more complex. The applicant will have, first, to refer the matter to the courts of the Member State concerned, which, in accordance with Article 267 TFEU, may or, in certain cases, must refer a question to the CJEU for a preliminary ruling on the interpretation and/or validity of the provisions of EU law at issue. However, if, for whatever reason, such a reference for a preliminary ruling were not made, the ECHR would be required to adjudicate on an application calling into question provisions of EU law without the CJEU having the opportunity to review the consistency of that law with the fundamental rights guaranteed by the Charter.
In all probability, that situation should not arise often. The fact remains, however, that it is foreseeable that such a situation might arise because the preliminary ruling procedure may be launched only by national courts and tribunals, to the exclusion of the parties, who are admittedly in a position to suggest a reference for a preliminary ruling, but do not have the power to require it. That means that the reference for a preliminary ruling is normally not a legal remedy to be exhausted by the applicant before referring the matter to the ECHR.

In order that the principle of subsidiarity may be respected also in that situation, a procedure should be put in place, in connection with the accession of the EU to the Convention, which is flexible and would ensure that the CJEU may carry out an internal review before the ECHR carries out external review. The implementation of such a procedure, which does not require an amendment to the Convention, should take account of the characteristics of the judicial review which are specific to the two courts. In that regard, it is important that the types of cases which may be brought before the CJEU are clearly defined. Similarly, the examination of the consistency of the act at issue with the Convention should not resume before the interested parties have had the opportunity properly to assess the possible consequences of the position adopted by the CJEU and, where appropriate, to submit observations in that regard to the ECHR, within a time-limit to be prescribed for that purpose in accordance with the provisions governing procedure before the ECHR. In order to prevent proceedings before the ECHR being postponed unreasonably, the CJEU might be led to give a ruling under an accelerated procedure.

3. The two courts take the view that the results of their discussion can usefully be made known in the context of the negotiations on accession ongoing between the Council of Europe and the EU. They are determined to continue their dialogue on these questions which are of considerable importance for the quality and coherence of the case-law on the protection of fundamental rights in Europe.
APPENDIX IV

Draft provision for the accession agreement on the CJEU prior involvement

The following provision could appear in the Accession Agreement under the same heading of the provisions dealing with the co-respondent mechanism:

“1. Prior to a decision by the European Court of Human Rights on the merits of a case in which the European Union is a co-respondent, the Court of Justice of the European Union shall have the opportunity to rule, if it has not yet done so, on the [validity/conformity] of the act of the European Union [if the question of the validity/conformity is raised by the applicant] with [regard to] fundamental rights as set out in the [notification of that case // the case of which notice has been given] to the parties.

2. The Court of Justice of the European Union shall give such a ruling in accordance with internal rules of the European Union which shall, in particular, ensure that the ruling is delivered quickly so that the proceedings before the European Court of Human Rights are not unduly delayed.

3. It is understood that the procedure of the European Court of Human Rights takes into account the proceedings before the Court of Justice of the European Union as referred to in paragraphs 1 and 2.”