



Brussels, 3 June 2015

**8356/1/10
REV 1 EXT 2**

**FREMP 7
JAI 279
COHOM 85
COSCE 2**

PARTIAL DECLASSIFICATION

of document: 8356/1/10 REV 1 RESTREINT UE

dated: 21 April 2010

new status: Public

Subject: RECOMMENDATION FROM THE COMMISSION TO THE
COUNCIL
for a Council Decision authorising the Commission to negotiate the
Accession Agreement of the European Union to the European
Convention for the protection of Human Rights and Fundamental
Freedoms

Delegations will find attached the partially declassified version of the above-mentioned document.



ANNEX

**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 21 April 2010

**8356/1/10 REV 1
REV 1 EXT 2 (29.05.2015)**

**FREMP 7
JAI 279
COHOM 85
COSCE 2**

NOTE

from: Presidency
to: Council
nr prev. doc.: 7668 /10 FREMP 5 JAI 227 COHOM 74 RESTREINT UE

Subject: **RECOMMENDATION FROM THE COMMISSION TO THE COUNCIL**
for a Council Decision authorising the Commission to negotiate the Accession Agreement of the European Union to the European Convention for the protection of Human Rights and Fundamental Freedoms

I. INTRODUCTION

The Stockholm Programme (Chapter 2.1), adopted by the European Council on 11 December 2009, called for the "rapid accession" of the Union to the European Convention for the protection of Human Rights and Fundamental Freedoms ("the ECHR") and underlined that the accession was of "key importance" for the Union. It invited the Commission to submit a proposal "as a matter of urgency".

A Recommendation from the Commission to the Council for a Council Decision authorising the Commission to negotiate the Accession Agreement of the European Union to the ECHR was submitted to the Council on 17 March 2010¹.

¹ Doc. 7668/10 FREMP 5 JAI 227 COHOM 74 RESTREINT UE

draft

COUNCIL DECISION

authorising [...] the negotiation of the Accession Agreement of the European Union to the European Convention for the protection of Human Rights and Fundamental Freedoms

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to Art 6 TEU and Protocol N° 8 related thereto.

Having regard to the Recommendation from the Commission.

Whereas the European Union shall accede to the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR)

HAS DECIDED AS FOLLOWS:

Article 1

The opening of negotiations on behalf of the European Union in order to agree with the Contracting Parties to the European Convention for the protection of Human Rights and Fundamental Freedoms to the accession of the European Union to that Convention is authorised.

Article 2

[The Commission is nominated as the Union negotiator.]¹

Article 3

The Working Party on Fundamental Rights, Citizens Rights and Free Movement of Persons is designated as the special committee in consultation with which the negotiations are to be conducted in accordance with Article 218 (4) TFEU ;

Article 4

The negotiations shall be carried out in accordance with the negotiating directives set out in the Annex.

Article 5

[In view of the special situation resulting from the fact that all Member States are also Contracting Parties to the ECHR, the Member States present at the negotiations and the negotiator shall, in accordance with Article 4 (3) TEU, in full mutual respect assist each other in carrying out the tasks to defend the Union position as expressed by the Union negotiator.]

Article 6

This Decision enters into force upon its adoption.

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ANNEX II

Negotiating directives¹

General Principles

1. The Union should negotiate an accession agreement to be concluded with the Contracting Parties to the European Convention for the protection of Human Rights and Fundamental Freedoms. The agreement should contain provisions that provide legal certainty as to how the ECHR will operate in the specific case of the European Union as a distinct legal entity, vested with autonomous powers next to all its Member States.

The negotiations will be conducted in conformity with Article 6 TEU and Protocol No 8 relating to Article 6 TEU.

Within the framework fixed by primary law, the accession should be governed by the following five basic principles, which should be reflected, where necessary, in the Accession Treaty:

- a) accession will neither affect the competences of the Union nor the powers of its institutions, bodies, offices or agencies; special regard should be given to the division of competences between the EU and its Member States and to the competence of the Court of Justice of the EU as well as to preservation of Union law and its unique legal system (principle of neutrality regarding Union powers);
- b) the substantive and procedural features of the system of the ECHR should be preserved also with respect to the Union to the largest extent possible compatible with the principles referred to under a) and c) – e) (principle of preservation of the ECHR system). Where special rules are deemed necessary by the European Union, it should be ensured that they shall not alter the essential nature of the system of the Convention.

¹ Several delegations have launched general scrutiny reservations.

- c) accession should not affect the obligations of Member State under the ECHR and the protocols thereto, nor reservations or derogations made by them thereto (principle of neutrality regarding Member States' obligations);
- d) the CoE bodies applying the ECHR, namely the Strasbourg Court and the Committee of Ministers should not be called upon to interpret – even implicitly or incidentally – Union law and in particular its rules regarding the powers of the institutions and bodies of the Union and regarding the content and scope of Member States' obligations under Union law (principle of autonomous interpretation of Union law);
- e) the Union should be allowed to participate in the Strasbourg Court as well as in the other CoE bodies - to the extent that their activities are linked to the purpose of the Strasbourg Court - on an equal footing with other Contracting parties to the ECHR (principle of equal footing);

Before the negotiations have been concluded, the Union should decide whether it would be necessary to accompany the accession by any reservations or declarations of the Union.

2. The negotiations should ensure that the Union should be liable for violations of the ECHR by failing to adopt an act or measure only to the extent that its system of competences would have allowed for the adoption of the act or measure at issue.

3. The negotiations should ensure that the accession agreement creates obligations under the ECHR and, as the case may be, under the [...] Protocols to which the Union may accede, only with regard to acts and measures adopted by institutions, bodies, offices or agencies of the Union.

4. The negotiations should ensure that it be clarified that terms used in the Convention which cannot literally be applied with regard to the Union as a Contracting Party to the ECHR, must be understood as referring, as the case may be *mutatis mutandis*, also to the Union as a Contracting Party.

Scope of accession

5. The negotiations should ensure that the Union may accede to any of the existing or future Protocols to the ECHR and that the substantive provisions of the accession agreement shall also apply in relation to those Protocols to which the Union will accede in the future. In the negotiations, the Union shall indicate to the Contracting Parties to the European Convention for the protection of Human Rights and Fundamental Freedoms that it will ~~at least~~ **at a first stage** accede, in accordance with Article 218 TFEU, **only** to all Protocols which all Member States have ratified.

Union Participation in the bodies of the Convention

6. As a distinct Contracting Party the European Union should receive the right to a judge, to be selected from three candidates who are proposed by the European Union. The judge should have the same status and duties as those of the other Contracting Parties to the ECHR.

7. An appropriate number of members of the European Parliament should be allowed to participate in sessions of the Parliamentary Assembly when the latter exercises functions related to the application of the ECHR, especially the election of all judges under Article 22 of the ECHR. Adaptations of the internal rules of the organs of the Council of Europe should be raised, where necessary, in order to guarantee appropriate participation of the Union in the selection procedures for judges.

8. The Union should be allowed to participate with a right to vote in the meetings of the Committee of Ministers of the Council of Europe when the latter exercises its role in relation to the ECHR.[...]

Financial issues

9. Any financial contribution by the Union to ECHR related expenditure (covering the operating costs of the European Court of Human Rights and costs related to the Committee of Ministers' activities to which the Unions participates) should take the form of a fixed amount, calculated according to a pre-established formula¹ which should be proportionate to the extent of EU participation in the ECHR organs.

Issues related to the procedure before the European Court of Human Rights

10². The negotiations should ensure that a [...] mechanism³ is designed to guarantee that proceedings by non-Member States and individual applications properly involve Member States and/or the Union, as appropriate. When Union law is at stake, such mechanism should allow the Union to join the proceedings as a co-respondent in all cases brought against a Member State [and vice versa]. The mechanism should ensure that the distribution of competences between the Member States and the Union remains unaffected and that the Union and its Member States should be able, within their respective competences, to defend the compatibility of the act complained of with the ECHR.

11. The issue of the [...] involvement of the ECJ regarding the compatibility of a legal act of the Union with fundamental rights should be addressed [...] in the course of negotiations. In the cases brought before the Strasbourg Court where the ECJ has not had an opportunity to rule on the compatibility of an act of an institution, body, offices or agency the Union with fundamental rights defined at the level of the Union , the ECJ shall be given the opportunity to do so without causing serious delays in proceedings before the Strasbourg Court. In any case, the monopoly of the ECJ to annul an EU act should be safeguarded.

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12. The negotiations should ensure that Article 35(2)(b) ECHR is without prejudice to the possibility for an individual to bring an application before the Strasbourg Court after having sought redress before the Union judicature and that Article 55 ECHR is without prejudice to the means of redress in disputes among Member States and between Member States and Union institutions or bodies before the ECJ **and, in particular, to Article 344 TFEU.**

Final clauses

13. The agreement must provide for acceptance by the European Union so that it will only enter into force after the Council, after obtaining consent of the European Parliament, has taken a unanimous decision concluding the agreement and after having received the approval by the Member States in accordance with their respective constitutional requirements as set out in Article 218(8) TFEU.
