

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

46+1(2023)R18

17 March 2023

**18<sup>TH</sup> MEETING OF THE CDDH AD HOC NEGOTIATION  
GROUP (“46+1”) ON THE ACCESSION OF THE EUROPEAN  
UNION TO THE EUROPEAN CONVENTION ON HUMAN  
RIGHTS**

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**Meeting Report**

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Tuesday 14 March 2023 – Friday 17 March 2023

Palais de l'Europe, Room 7

Council of Europe

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### **Item 1: Opening of the meeting and adoption of the agenda**

1. The CDDH ad hoc negotiation group (“46+1 Group”) on the accession of the European Union (EU) to the European Convention on Human Rights (the Convention) held its 18th meeting on 14–17 March 2023 with Tonje MEINICH (Norway) in the chair. The list of participants appears in [Appendix I](#).
2. The Group adopted the agenda as it appears in [Appendix II](#).

### **Item 2: Issues relating to Article 7 of the Accession Agreement (including the relevant parts of the other accession instruments)**

3. The Group resumed its discussion of issues relating to Article 7<sup>1</sup> of the Accession Agreement regarding voting in the Committee of Ministers on decisions concerning the implementation of judgments of the European Court of Human Rights by the EU. With respect to the proposal to add an additional threshold in paragraph 1 of Rule 18, namely that of a simple majority of votes cast by representatives of High Contracting Parties other than the EU and its member States, it was reiterated that it was also necessary to ensure meaningful participation of non-EU member States in addition to the EU and its member States, even though this threshold concerns a situation where the votes of the latter alone are insufficient to determine the outcome. The Group reaffirmed that such an additional threshold should not be a departure from established practice in the Committee of Ministers of adopting decisions by consensus, with formal votes only exceptionally being taken, and that it would not constitute a precedent for voting arrangements under other Council of Europe conventions and partial agreements to which the EU may accede, given the unique nature of the Convention system. On this basis, the Group provisionally agreed on Rule 18, as thus revised, and on accompanying text for the explanatory report.
4. The Group resumed its discussion of the proposal to add a review clause to Rule 18. It recalled that the Committee of Ministers would in any case be able to review the application of Rule 18 at any time; the added value of the review clause would be to ensure that this happened within a certain timeframe. The Group revised the wording of the proposal retained at the previous meeting, drafted text for the corresponding paragraph of the explanatory report, and provisionally agreed on these changes.
5. On the basis of the foregoing, the delegation that had a reservation to Article 7 lifted that reservation.

### **Item 3: Article 3 of the draft Accession Agreement**

6. The Group examined a non-paper submitted by one delegation containing text proposals and amendments concerning Article 3 of the draft Accession Agreement, and in particular the provisions on the triggering and termination of the co-respondent mechanism, the principle of joint responsibility, and the prior involvement procedure. Following discussions, the Group provisionally agreed to make further changes to Article 3, paragraphs 5-8, and to corresponding paragraphs of the explanatory report. On this basis, the delegation that had submitted the non-paper lifted its reservation to Article 3.

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<sup>1</sup> Article numbering from the 2013 text, as used in the draft agenda. Article 7 has become Article 8 in the final text that appears in appendix to the Group’s Report to the CDDH (document 46+1(2023)35).

**Item 4: Basket 4 (the situation of EU acts in the area of the Common Foreign and Security Policy that are excluded from the jurisdiction of the Court of Justice of the European Union)**

7. The representative of the EU informed the Group of the EU's intention to resolve the Basket 4 issue internally, and of its expectation that the Group would not be required to address this issue as part of its own work, but that resolution of this issue has not yet been achieved within the EU.

8. The Group noted that it would be necessary for all parties to the negotiations to be informed of and consider the manner in which the Basket 4 issue had been resolved before they would be able to give their final agreement to the whole package of accession instruments. Against this background and in order to maintain momentum, the EU undertook to inform the CDDH at appropriate intervals about the status of the EU's internal discussions on Basket 4.

**Item 5: Editorial review of the draft revised accession instruments**

9. The Group conducted an editorial review of the English versions of the revised draft accession instruments. It asked the Secretariat to make any corresponding further changes to the French version of the "Proposed editorial revisions" document (46+1(2023)32) and invited interested members to make any suggestions for further editorial revision of the French texts to the Secretariat.

**Item 6: Adoption of the Report of the Group to the CDDH**

10. The Group concluded that it had resolved all of the issues that it was currently expected to address. The delegation that had a reservation to Article 6 lifted that reservation. Several non-EU member states recalled the particular importance of the Common Statement of the Informal Group of Non-European Union Member States on key negotiating principles, adopted in the margins of the 6th meeting (see 47+1(2020)R6, Appendix III), and welcomed the fact that the negotiations had respected these principles.

11. The Group then provisionally agreed to adopt the resulting package of revised draft accession instruments, with no delegation indicating any reservation. It decided that the revised draft accession instruments would be appended to its Report to the CDDH.

12. The Group then examined the draft Report to the CDDH, revised the draft in the light of the results of the present meeting, and adopted its Report to the CDDH, as it appears in document 46+1(2023)35. The Secretariat informed the Group that it would also make available a copy of the revised accession instruments showing all of the changes made to the 2013 texts.

**Item 7: Other business**

13. The Group recalled the process that had followed the adoption of its April 2013 Final Report to the CDDH. It recommended to the CDDH that, pending resolution of Basket 4, whilst transmitting the draft instruments to the Committee of Ministers for information, it should continue actively to follow this issue. In the absence of formal meetings of the Group in future, it was also suggested by several delegations that an informal Group of Friends of EU accession to the Convention could be created to function as a "sounding board" for discussion of the EU's proposed internal Basket 4 solution.

14. The Group warmly thanked its Chairperson, Tonje MEINICH, for her exemplary leadership, enduring commitment and consummate diplomatic skill in conducting the Group's negotiations over

more than ten years. It also extended its gratitude to the Vice-chair, and to the Secretariat for the excellent manner in which it has supported the work of the Group.

**Item 8: Adoption of the meeting report**

15. The Group adopted the present meeting report.

**APPENDIX I****List of participants****MEMBERS / MEMBRES**

<b>ALBANIA / ALBANIE</b>	<b>Migena MAKISHTI</b> Department of International and European Law, Ministry for Europe and Foreign Affairs of Albania
<b>ANDORRA / ANDORRE</b>	<b>Joan FORNER ROVIRA</b> Permanent Representative of Andorra to the Council of Europe  <b>Marc CASADEVALL TOUSEIL</b> Third Secretary Department of International Legal Affairs and Human Resources Ministry of Foreign Affairs  <b>Enya FOLGUERA DIAZ</b> Juriste / Département des Affaires Juridiques Internationales Ministères des Affaires Étrangères - Principauté d'Andorre
<b>ARMENIA / ARMÉNIE</b>	<b>Anna MKHITARYAN</b> Chief Specialist of the Department of Treaties and International Law, Ministry of Foreign Affairs of the Republic Armenia
<b>AUSTRIA / AUTRICHE</b>	<b>Martin MEISEL</b> Head of Department for EU Law, Federal Ministry for Foreign Affairs  <b>Brigitte OHMS</b> Deputy Government Agent of Austria, Deputy Head of Department, European and International Law, Human Rights, Federal Chancellery
<b>AZERBAIJAN / AZERBAIDJAN</b>	<b>Saadat NOVRUZOVA</b> Head of the Human Rights Protection Unit of the Law Enforcement Bodies Department of the Administration of the President of the Republic of Azerbaijan
<b>BELGIUM / BELGIQUE</b>	<b>Marie SNEYERS</b> Legal adviser, Permanent Representation of Belgium to the European Union
<b>BOSNIA AND HERZEGOVINA / BOSNIE-HERZEGOVINE</b>	<b>Monika MIJIC</b> Acting Agent of the Council of Ministers of Bosnia and Herzegovina before the European Court of Human Rights  <b>Jelena CVIJETIC</b> Acting Agent of the Council of Ministers of Bosnia and Herzegovina before the European Court of Human Rights
<b>BULGARIA / BULGARIE</b>	<b>Aleksandra DIMITROVA</b>

	Deputy to the Permanent Representative Permanent Representation of Bulgaria to the Council of Europe
<b>CROATIA / CROATIE</b>	<b>Narcisa BEĆIREVIĆ</b> Deputy to the Permanent Representative, Permanent Representation of the Republic of Croatia to the Council of Europe
<b>CYPRUS / CHYPRE</b>	<b>Demetris LYSANDROU</b> Senior Counsel of the Republic Law Office of the Republic of Cyprus  <b>Nicoletta IOANNOU</b> Senior Counsel of the Republic Law Office of the Republic of Cyprus
<b>CZECH REPUBLIC / REPUBLIQUE TCHÈQUE</b>	<b>Vladimír JANOUŠEK PYSK</b> Senior Ministerial Counsellor – Head of the Department Department for the Proceedings before the UN Treaty Bodies Office of the Government Agent before the European Court of Human Rights  <b>Dominika CZECHOVÁ</b> Lawyer, Permanent Representation of the Czech Republic to the EU
<b>DENMARK / DANEMARK</b>	<b>Christine BERG</b> Legal Consultant, The Ministry of Justice, Constitutional and Human Rights Law Division
<b>ESTONIA / ESTONIE</b>	<b>Helen-Brigita SILLAR</b> Lawyer, Legal Department, Ministry of Foreign Affairs
<b>FINLAND / FINLANDE</b>	<b>Krista OINONEN</b> Director, Unit for Human Rights Courts and Conventions, Agent of the Government of Finland before the European Court of Human Rights, Legal Service, Ministry for Foreign Affairs  <b>Maria GUSEFF</b> Director, Unit for EU and Treaty Law, Legal Service, Ministry for Foreign Affairs  <b>Satu SISTONEN</b> Legal Counsellor, Unit for Human Rights Courts and Conventions, Legal Service, Ministry for Foreign Affairs
<b>FRANCE</b>	<b>Bathilde RICHOUX</b> Consultante juridique pour la Direction des Affaires Juridiques du ministère de l'Europe et des Affaires Etrangères  <b>Emmanuel LECLERC</b> Ministère de l'Europe et des Affaires étrangères, Direction des affaires juridiques, Sous-direction du droit de l'Union européenne et du droit international économique

<b>GEORGIA / GEORGIE</b>	<b>Nino MICHIDZE</b> First category chief specialist in EU law department, Ministry of Justice of Georgia
<b>GERMANY / ALLEMAGNE</b>	<b>Hans-Jörg BEHRENS</b> Head of Unit IVC1, Human Rights Protection, Government Agent before the ECtHR, Federal Ministry of Justice  <b>Kathrin MELLECH</b> Legal Advisor, Federal Ministry of Justice
<b>GREECE / GRÈCE</b>	<b>Athina CHANAKI</b> Legal Counsellor, Legal Department/Public International Law Section, Ministry of Foreign Affairs of the Hellenic Republic
<b>HUNGARY / HONGRIE</b>	<b>Monika WELLER</b> Co-agent before European Court of Human Rights, Ministry of Justice
<b>ICELAND / ISLANDE</b>	<b>Sandra LYNGDORF</b> Deputy to the Permanent Representative of Iceland to the Council of Europe, Legal Advisor
<b>IRELAND / IRLANDE</b>	<b>Barra LYSAGHT</b> Assistant Legal Adviser, Legal Division, Department of Foreign Affairs, Dublin
<b>ITALY / ITALIE</b>	<b>Arturo ARCANO</b> Deputy Permanent Representative of Italy to the Council of Europe  <b>Maria Laura AVERSANO</b> Attachée Juridique, Permanent Representation of Italy to the Council of Europe
<b>LATVIA / LETTONIE</b>	<b>Elīna Luīze VĪTOLA</b> Head of Office of the Representative of Latvia before International Human Rights Institutions, Ministry of Foreign Affairs of the Republic of Latvia
<b>LIECHTENSTEIN</b>	<b>Helen LOREZ-SCHWEIG</b> Deputy Permanent Representative, Permanent Representation of Liechtenstein
<b>LITHUANIA / LITUANIE</b>	<b>Karolina BUBNYTĖ-ŠIRMENĖ</b> Government Agent of the Republic of Lithuania to the European Court of Human Rights
<b>LUXEMBOURG</b>	<b>Brigitte KONZ</b> Présidente du Tribunal, Tribunal d'Arrondissement de Diekirch  <b>Robert BEVER</b> Conseiller – Coordination Justice et Affaires intérieures

<b>MALTA / MALTE</b>	<b>Daniel INGUANEZ</b> Lawyer, Office of the State Advocate
<b>REPUBLIC OF MOLDOVA / REPUBLIQUE DE MOLDOVA</b>	<b>Mihaela MARTINOV-GUCEAC</b> Deputy to the Permanent Representative of the Republic of Moldova to the Council of Europe
<b>MONACO</b>	<b>Gabriel REVEL</b> Représentant Permanent adjoint de Monaco auprès du Conseil de l'Europe
<b>MONTENEGRO</b>	<b>Jelena RASOVIC</b> Legal adviser, Office of the Representative of Montenegro before the European Court of Human Rights
<b>NETHERLANDS / PAYS-BAS</b>	<b>Liesbeth A CAMPO</b> Legal adviser, Permanent Representation of the Kingdom of the Netherlands to the European Union  <b>Anke RAIJMAKERS</b> Legal adviser, Ministry of Foreign Affairs of the Netherlands – European Law department  <b>Nikki ESHUIS</b> Legal adviser, Ministry of Foreign Affairs of the Netherlands – International Law department
<b>NORTH MACEDONIA / MACÉDOINE DU NORD</b>	<b>Svetlana GELEVA</b> Permanent Representative of North Macedonia to the Council of Europe  <b>Elena BODEVA</b> Head of Council of Europe Unit, Directorate for Multilateral Relations, Ministry of Foreign Affairs of the Republic of North Macedonia
<b>NORWAY / NORVÈGE</b>	<b>Tonje MEINICH</b> Deputy Director General, Legislation Department, Ministry of Justice and Public Security, <b>Chair of the “46+1 Group”</b>  <b>Steinar TRAET</b> Advisor, Legislation Department Section for Criminal and Procedural Law  <b>Tone Cecilia LANG</b> Deputy Permanent Representative of Norway, Permanent Representation of Norway to the Council of Europe  <b>Ketil Bøe MOEN</b> Director General, Legislation Department, Ministry of Justice and Public Security
<b>POLAND / POLOGNE</b>	<b>Agata ROGALSKA-PIECHOTA</b> Co-Agent of the Government of Poland in cases and proceedings before the European Court of Human Rights, Head of Criminal

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<b>PORTUGAL / PORTUGAL</b>	<p><b>Catarina GARCIA</b> Permanent Representation of Portugal to the Council of Europe</p>
<b>ROMANIA / ROUMANIE</b>	<p><b>Adriana-Mihaela BĂRBIERU</b> Deputy to the Permanent Representative of Romania to the Council of Europe</p> <p><b>Cornelia ZEINEDDINE</b> Second secretary, Treaties Division, Ministry of Foreign Affairs of Romania</p>
<b>SAN MARINO / SAINT-MARIN</b>	excused
<b>SERBIA / SERBIE</b>	excused
<b>SLOVAK REPUBLIC / REPUBLIQUE SLOVAQUE</b>	<p><b>Marián FILČÍK</b> Head of Human Rights Division, Secretary of the Governmental Council for Human Rights, National Minorities and Equal Treatment, Ministry of Justice of the Slovak Republic</p>
<b>SLOVENIA / SLOVENIE</b>	<p><b>Matija VIDMAR</b> Secretary, Ministry of Justice of the Republic of Slovenia, Office for International Cooperation and Mutual Legal Assistance</p>
<b>SPAIN / ESPAGNE</b>	<p><b>José Antonio JURADO RIPOLL</b> State Attorney General</p>
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<b>UKRAINE</b>	excused
<b>UNITED KINGDOM / ROYAUME-UNI</b>	<p><b>Rob LINHAM</b> Deputy Director for Human Rights, Ministry of Justice</p> <p><b>Patricia ZIMMERMANN</b> Head of International Human Rights, Ministry of Justice</p> <p><b>Beth MACLELLAN</b> Human Rights Policy Advisor</p> <p><b>Timothy MANLEY</b> Assistant Legal Adviser, Europe and Human Rights, Foreign, Commonwealth and Development Office</p> <p><b>Sarah ANELAY</b> Human rights policy, Foreign, Commonwealth and Development Office</p>
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	<p>European Commission</p> <p><b>Mihaela CARPUS CARCEA</b> Member of the Legal Service, European Commission</p> <p><b>Per IBOLD</b> Minister Counsellor, Deputy to the Head of Delegation, EEAS</p> <p><b>Milena YOTOVA</b> Desk Officer, European External Action Service</p> <p><b>Efthymios TZIOKAS</b> Expert Counsellor, Political and Legal Advisor at the Delegation of the European Union to the Council of Europe</p> <p><b>Dora SCHAFFRIN</b> Member of the Legal Service, European Commission</p> <p><b>Margot PIJNENBURG</b> Legal Trainee</p>
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**OBSERVERS / OBSERVATEURS**

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<b>REGISTRY OF THE EUROPEAN COURT OF HUMAN RIGHTS / GREFFE DE LA COUR EUROPEENNE DES DROITS DE L'HOMME</b>	<b>Johan CALLEWAERT</b> Deputy Grand Chamber Registrar / Greffier Adjoint de la Grande Chambre
<b>DIRECTORATE OF LEGAL ADVICE AND PUBLIC INTERNATIONAL LAW / DIRECTION DU CONSEIL JURIDIQUE ET DU DROIT INTERNATIONAL PUBLIC</b>	<b>Jörg POLAKIEWICZ</b> Director, Directorate of Legal Advice and Public International Law, Council of Europe  <b>Irene SUOMINEN</b> Directorate of Legal Advice and Public International Law, Council of Europe  <b>Alina OROSAN</b> CAHDI
<b>COMMITTEE OF MINISTERS / COMITE DES MINISTRES</b>	<b>Zoe BRYANSTON-CROSS</b> Secretariat of the Committee of Ministers

**SECRETARIAT / SECRETARIAT**

<b>DG I – Human Rights and Rule of Law / Droits de l'Homme et État de droit Council of Europe</b>	<b>Daniele CANGEMI</b> Head of Department, Department for Human Rights, Justice and Legal Cooperation Standard Setting activities / Chef de service, Service des activités normatives en matière de droits de l'homme, justice et coopération juridique
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<p><b>DG I – Human Rights and Rule of Law / Droits de l'Homme et État de droit</b>  <i>Council of Europe</i></p>	<p><b>David MILNER</b>  Head of the Human Rights Intergovernmental Co-operation Division, Secretary of the CDDH <i>ad hoc</i> negotiation group on the accession of the European Union to the European Convention on Human Rights / Secrétaire du Groupe de négociation ad hoc du CDDH sur l'adhésion de l'Union européenne à la Convention européenne des droits de l'homme</p>
<p><b>DG I – Human Rights and Rule of Law / Droits de l'Homme et État de droit</b>  <i>Council of Europe</i></p>	<p><b>Yanna PARNIN</b>  Programme manager, Human Rights Intergovernmental Co-operation Division / Division de la Coopération intergouvernementale en matière des droits de l'homme</p>
<p><b>DG I – Human Rights and Rule of Law / Droits de l'Homme et État de droit</b>  <i>Council of Europe</i></p>	<p><b>Sorina LECLER</b>  Human Rights Intergovernmental Co-operation Division / Division de la Coopération intergouvernementale en matière des droits de l'homme</p>

**INTERPRETERS / INTERPRÈTES**

Chloé CHENETIER-KIPPING

Lucie DE BURLET

Corinne McGEORGE-MAGALLON

Jean-Jacques PEDUSSAUD

**APPENDIX II****Agenda / Ordre du jour**

<b>1. Opening of the meeting and adoption of the agenda</b>	<b>1. Ouverture de la réunion et adoption de l'ordre du jour</b>
<b>2. Issues relating to Article 7 of the Accession Agreement (including the relevant parts of the other accession instruments)</b>	<b>2. Questions relatives à l'article 7 de l'accord d'adhésion (y compris les parties pertinentes des autres instruments d'adhésion)</b>
<b>3. Article 3 of the draft Accession Agreement</b>	<b>3. Article 3 du projet d'accord d'adhésion</b>
<b>4. Basket 4 (the situation of EU acts in the area of the Common Foreign and Security Policy that are excluded from the jurisdiction of the Court of Justice of the European Union)</b>	<b>4. Panier 4 (la situation des actes de l'UE dans le domaine de la politique étrangère et de sécurité commune qui sont exclus de la juridiction de la Cour de justice de l'Union européenne)</b>
<b>5. Editorial review of the draft revised accession instruments</b>	<b>5. Révision éditoriale des projets d'instruments d'adhésion révisés</b>
<b>6. Adoption of the Report of the Group to the CDDH</b>	<b>6. Adoption du Rapport du Groupe au CDDH</b>
<b>7. Other business</b>	<b>7. Questions diverses</b>
<b>8. Adoption of the meeting report</b>	<b>8. Adoption du rapport de réunion</b>