Seminar of the research and documentation departments of the Association of the Councils of State and Supreme Administrative Jurisdictions of the European Union

The Association's information network

PRELIMINARY REPORT
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1. NEW SECTION ENTITLED TOUR OF EUROPE

This part of the site provides information on each of the 27 EU Member States. It includes:
- a diagram showing the structure of the court system;
- an overview of administrative justice, setting out the modes, bodies and means available for reviewing administrative acts.
Judicial organisation

The first tab shows a diagram of the court system in each Member State.

These diagrams were created by Ms. Goda Ambrasaite, Adviser to the President of the Supreme Administrative Court of Lithuania on the basis of:
- the document establishing a synthesis of the judicial organisation of each Member State, prepared by Mr. Jacques Jaumotte, Judge of the Council of State of Belgium;
- the information provided on the websites of the national courts and other state institutions;
- the information provided by the national correspondents of the Association.

Some of these diagrams are complex. It is therefore possible to enlarge part of the image to make it easier to read. The image can also be printed.
Presentation

A second tab provides the answers given by the association's member courts to a detailed questionnaire (76 questions) developed as part of a project undertaken with the French public interest grouping Mission de recherche Droit et Justice. The project was supervised by a Steering Committee made up of equal numbers of representatives from the association and the Mission de recherche.

Four key topics are addressed for each Member State, following an introduction clarifying a number of details.

### Topic 1: Bodies involved in monitoring administrative measures

The following issues in particular are addressed:

- the nature of these bodies;
- judicial organisation;
- their status and internal organisation;
- judges (recruitment, training, etc.);
- their functions (types of appeal, etc.);
- allocation of competences among them.

### Topic 2: Judicial control of administrative acts

This topic deals with the 'court in action' and details a number of important aspects:

- access to justice (standing and admissibility, time-limits, forms of appeal, assistance or otherwise of a lawyer, etc.);
- the trial itself (fundamental principles, guarantees of impartiality, burden of proof, hearing procedures, etc.);
- the judgement (stating of grounds, criteria and methods of review, etc.);
- effects and execution of the judgement (res judicata, effectiveness);
- remedies:
- emergency or summary jurisdiction proceedings and applications for interim relief.

**Topic 3: Settlement of administrative disputes by judicial bodies**

The issues examined are: the role of the administration in settling disputes, the independent bodies competent to settle administrative disputes and the alternative means of settling such disputes.

**Topic 4: Administration of justice and statistical data**

The fourth topic provides statistical and other information, in particular:

- the financial resources and number of magistrates made available;
- the number of cases handled;
- the average time taken to reach a judgement.

By clicking on a sub-topic, the user can access the various issues relating to that sub-topic.

*II – JUDICIAL REVIEW OF ADMINISTRATIVE ACTS*

- A. ACCESS TO JUSTICE
- B. MAIN TRIAL
- C. JUDGMENT
  - 44. Grounds for the judgment
  - 45. Applicable national and international legal norms
  - 46. Criteria and methods of judicial review
  - 47. Distribution of legal costs
  - 48. Composition of the court (single judge or a panel)

The chamber must generally hand over a dispute to one of its members, adjudicating as a sole judge, at the level of the administrative courts for first hearing, when the case is not showing any particular difficulties and has no scope for principle. In asylum application procedures, a sole judge adjudicates in 90 % of cases. For other law fields, no statistical data is available; the volume of decisions delivered by a sole judge should be on average inferior to 50 % of the Landers.

The full document can be accessed in pdf format and printed by clicking on

[Print version]
2. DEC-NAT

2.1. Statistics

This database contains some 19,200 references to national decisions concerning Community law from 1959 up to the present day.

2.2. English translation

Translation of the DEC-NAT database into English has been underway since the previous seminar in Trier in May 2006.

Updates, which the Court of Justice has agreed to send twice a year, will also be translated. To date, all analysis data has been translated for decisions up to 24 May 2006. The latest update supplied by the Court of Justice on 20 June 2007 will be sent for translation during the last quarter of 2007.

2.3. Implementation of the decisions taken at the seminar of 15 May 2006

No concrete decision on DEC-NAT was taken at the meeting on 15 May 2006. However, it was agreed that improvements to this database should be considered. At the Board meeting in Brussels on 20 November 2006, it was stressed that if DEC-NAT is relatively little used, this is largely because it does not offer direct access to national decisions; the possibility of creating direct links with national databases containing national decisions should therefore be considered. This point, therefore, still needs to be finalised.

2.4. Collaboration with the Office for Official Publications of the European Communities

On 24 July 2007, a meeting was held between the General Secretariat of the Association and Mr C. Kohler, Director of the research and documentation department of the Court of Justice of the European Communities and Ms P. Berteloot, EUR-Lex Director at the Office for Official Publications of the European Communities.

This meeting took place at the request of the General Secretariat, after it had consulted the memo distributed at the 22 June 2007 sitting of the JURINFO working group in the framework of the Council of the European Union (see Annex).

This memo in fact presented the imminent integration of the data in the Court of Justice’s DEC-NAT database within sector 8 of EUR-Lex and it therefore seemed important to place the future role of the Association in this new context.

The meeting proceeded in a very constructive atmosphere of collaboration between the three actors (the Court, the Office and the Association), and the following decisions were taken:

- In future, the version of DEC-NAT provided by the Association will be maintained and developed further. The target audience of the respective sites being different, as well as the presentation of the data and the search interface, providing access to the database from the Association's site was no longer considered to be useful. The links to JuriFast that have been created and the progressive incorporation of links to the
decision texts (see next point) also constitute an added value created by the 
Association;
- Every effort will be made to achieve close, three-way cooperation between the Court, 
the Office and the Association and to develop synergies by making the most of each 
party's relevant experience;
- The Office will benefit from the data translations into English already completed by 
the Association;
- The Office will acknowledge the Association's contribution on the EUR-Lex site and 
in the information bulletin it publishes.

A meeting will be organised at the end of September 2007 between the technical supervisors 
of the Office and of the Association in order to work out how to most effectively implement 
this collaboration in practice.

The Court also confirmed that its own community case law portal, which focuses on the 
preliminary questions it receives, will be going on line shortly. The Court also proposes 
including the English translations already completed by the Association.

2.5. **Links between DEC-NAT and national decisions on national web sites**

A major improvement to the content offered by DEC-NAT would be to set up direct links to 
the texts of the national decisions in question. Indeed this criticism has often been made, and 
rightly so, in relation to the database.

With ever greater access to decision texts on the national court sites, the creation of such links 
can be automated, at a reasonable cost, due to the fact that DEC-NAT has an area where each 
national decision can be identified individually.

This project could nevertheless, in some cases, require minor modifications to existing 
systems on national sites or to the data catalogued by the Court and therefore requires all 
parties to participate actively.

In some Member States, it may also be necessary to take account of copyright in connection 
with any publications by private companies.

It should be noted that this system will also offer national courts the opportunity to easily 
create a link in the other direction, i.e. from their own decisions to the DEC-NAT database.

It is therefore proposed that the Support Committee (see below) set up pilot projects with a 
view to establishing bilateral contacts between the technical managers of the General 
Secretariat and those of the courts which can currently access their decisions directly via the 
Internet and are motivated to take part.
3. **JURIFAST**

3.1. Statistics

As at 1 September 2007, JuriFast contained 319 national decisions (plus subsequent decisions relating to preliminary questions) communicated by 22 member courts.

**Break-down per year of decisions submitted**

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| **Total : 97 decisions** | **Total : 79 decisions** | **Total : 76 decisions** | **Total : 67 decisions** |

Total général : **319 decisions**
Five courts had not yet submitted any data: the Supreme Court of Denmark, as well as two courts from Member States that joined the European Union in 2004: the Supreme Court of Latvia and the Supreme Court of Slovenia, as well as the two courts of the Member States which joined the European Union in 2007, the Supreme Administrative Court of Bulgaria and the High Court of Cassation and Justice of Romania.

All member courts have taken the necessary steps to activate an account with JuriFast, except for those of Bulgaria and Romania.

As regards the type of decisions, around 68% are decisions without preliminary reference and 40% relate to preliminary questions.

3.2. Summary account of the development of the number of decisions

At the meeting of research and documentation departments on 15 May 2006, particular attention was drawn to the need for JuriFast to include a sufficiently wide range of decisions. This need was also underlined at the Board meeting on 20 November 2006, during which the possibility was raised of providing for a minimum number of decisions to incorporate for each court (ten decisions per year).

Since then, the average monthly number of decisions added to JuriFast has grown in relative terms, without however matching the initial figures, reaching about seven decisions per month.

Three observations may be made:

- Since JuriFast started, twelve courts have been added to the 15 members at the beginning of 2004: these courts have already added 37 decisions in the database, even though they have only been covered by European legislation for a relatively short time.

- Contributions from the various courts have not been incorporated in a regular and uniform manner. Sometimes the database seems to be in a state of lethargy, whereas at other times twenty or so decisions are added in two or three weeks. There is nothing unusual about this, and it is explained by the constraints and modes of organisation of each correspondent.

- Be that as it may, the number of decisions entered is still lower than the Board had hoped.

3.3. Follow-up of decisions taken at the seminar on 15 May 2006

3.3.1. Number of decisions included in JuriFast

In relation to the number of decisions being entered, a topic that was the subject of a very wide-ranging exchange of views at the meeting on 15 May 2006, a very high level of motivation on the part of all research and documentation departments was evident, the major problem being the amount of time these departments were able to devote to JuriFast. The Secretary General had then agreed to make the necessary contacts on this matter, in particular within the Board. This was done.

In accordance with the decisions taken by the General Assembly and the Board, it would be prudent to look into, with the Court of Justice of the European Communities (CJEC), the
possibility of incorporating preliminary questions submitted by courts of first instance. This item should be included on the agenda of the next meeting with the President of the CJEC.

Other decisions had been taken in the course of the meeting on 28 and 29 October 2004, and have a direct impact on the number of decisions:

- Include the decisions of other, “parallel”, higher courts. The Warsaw General Assembly (May 2007) decided to open JuriFast to supreme courts of justice that do not have jurisdiction in the area of administrative law. In this regard, contact was made with the Network of the Presidents of the Supreme Judicial Courts.

- Systematically include decisions to refer cases to the Court of Justice. Numerous courts still fail — due to lack of time, nobody objecting on principle — to pass on the decisions.

3.3.2. Improving quality of summaries

The meeting on 15 May 2006 addressed various aspects of the quality of summaries, which will normally be addressed by the support committee. The formal aspects already agreed beforehand (length ½ to 2/3 of a page, mention the court in the summary itself, the references of the decision, the subject, etc.) are not always respected and should be reiterated.

3.3.3. Updating information about incorporation of data.

Some courts had wanted an update on the information about incorporating data into JuriFast, which had been covered in Newsletter 10. This was done (Newsletter 17), and this has allowed other aspects relating to the databases to be brought up to date, namely user consultations.

3.3.4. Translating summaries of decisions

As a reminder, the General Assembly has decided that member courts may hire a translation agency to translate a summary of judgments entered into Jurifast into either English or French; the translation costs will be borne by the Association provided that the summaries meet the relevant criteria in terms of volume and quality.
4. **FORUM**

4.1. **Statistics**

As at 1 September 2007, the forum comprised 124 members, divided up as follows:

**Registered institutions** (32)

1. Members

Belgium – Council of State (10)
Netherlands – Council of State (10)
Austria – Administrative Court (9)
**Poland** – **Supreme administrative Court** (9)
Latvia – Supreme Court (7)
France – Council of State (6)
**Czech Republic** – **Supreme administrative Court** (6)
Finland – Supreme administrative Court (5)
Greece – Council of State (5)
**Lithuania** – **Supreme administrative Court** (5)
Estonia – Supreme Court (5)
Spain – Supreme Court (4)
Hungary – Supreme Court (4)
Ireland – Supreme Court (4)
Germany – Federal administrative Court (3)
Malta – **Court of appeal** (3)
Romania – **Legislative council** (3)
Denmark – Supreme Court (2)
Great-Britain – Royal Courts of Justice (2)
Italy – Council of State (2)
Luxembourg – Council of State (2)
Portugal – Supreme administrative Court (2)
**Slovak Republic** – Supreme Court (2)
Court of Justice of the E.U. (1)
Cyprus – **Supreme Court** (1)
Luxembourg – Administrative Court (1)
Slovenia – Supreme Court (1)

2. Observers (2 institutions)

Turkey – Council of State (2)
Croatia – Administrative Court (1)

3. Others

General Secretary (6)
ERA – Trier (1)

**Not registered institutions** (3 institutions)

Bulgaria – Supreme administrative Court
Romania – **High Court of cassation and justice**
Sweden – Supreme administrative Court
4.2. Initiatives taken

4.2.1. At the seminar held in The Hague on 8 December 2006 aimed specifically at Councils of State, the decision was taken to add a special section to the forum providing legislative and regulatory advice. Participants agreed to register enough people on the forum to get this section up-and-running.

This section now exists but to date no further individuals have registered and the section has not been used.

4.2.2. The Presidents of the member courts have been asked to appoint at least five Forum participants.

4.2.3. Efforts will also be made in future to automatically register in the Forum all participants in the Association's various seminars and to make systematic use of the Forum in respect of preparatory documents and reports.
5. **INITIATIVES COMMON TO THE ENTIRE INFORMATION NETWORK**

5.1. **Support Committee**

The Warsaw General Assembly in May decided to set up a Support Committee tasked with:

- regularly monitoring and promoting the activities of DEC-NAT, Jurifast and the Forum, compiling a report for the Board and organising annual meetings for the research and documentation departments;
- ensuring that all data is entered into the Jurifast system in a uniform manner;
- suggesting useful improvements which could be made to the databases and the Forum;
- linking up with the least active contacts and offering them any support they may require.

The General Assembly decided that the Support Committee comprised the following:

- in addition to the Secretary-General or his or her representative, the most active members at the present time, i.e. of the former members, The Netherlands, Austria, Portugal and Germany and, of the new members, the Czech Republic and Estonia;

The following representatives have been designated by their respective courts:

- **Netherlands:** Mr Sevenster
- **Austria:** Mr Boomberger
- **Portugal:** Mr José Rosendo Dias
- **Germany:** Mme Cornelie Butz
- **Czech Republic:** Mr Filip Krepelka
- **Estonia:** Ms Sirje Kaljumae

- database managers within the General Secretariat;
- the Support Committee may, where appropriate, call upon individuals representing academia.

5.2. **Other initiatives**

5.2.1. At each General Assembly, Presidents are asked to remind judges within their respective Courts and, more specifically, within the research and documentation departments, of the importance of the Information Network.

5.2.2. Each year a seminar is held for member institutions' research and documentation departments dedicated specifically to the Information Network.

5.2.3. As decided during the General Assembly held in Leipzig on 29 May 2006, some members of the Board have been asked to contact those institutions which have not yet entered their judgments into Jurifast or which have not entered enough judgments.
5.2.4. On 9 March 2007, the General Secretariat sent a table to all Presidents of member institutions detailing, for each member court, the number of judgments entered into Jurifast and the number of forum participants. They were all asked to become suitably involved in the various tools contained in the Information Network.
6. SITE DEVELOPMENTS

6.1. Statistics

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**Year 2007 (01/01/2007 – 25/09/2007)**

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**Last visit**

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*Exact value not available in 'Year' view*

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# Countries (Top 10) - Full List

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6.2. Agreement with Euractiv

The Association has signed up for a 10-week advertising package on Euractiv, one of the European Community's key communication sites and which appears on the European Commission's Intranet.

These 10-week packages will be broken down as follows:
- 3 weeks of advertising for the Paris Colloquium held on 16 March on Administrative Justice in Europe;
- 3 weeks of advertising for the new website section Tour of Europe during September;
- 4 weeks of advertising for other sections of the site, mainly the databases.

Euractiv represents:
OUR READERS: Which sector do they come from?

- Business: 32%
- Politics: 29%
- Other Multipliers: 39%
- Research & Academics: 23%
- NGO & Think Tank: 8%
- Media Persons: 8%
- Corporate Business heads: 13%
- Corporate Public Affairs: 6%
- Federation and Consultants: 13%
- Government: 18%
- EU Institutions: 11%


More than 20,000 journalists use the EurActiv network.
6.3. **Presentation of the site to representatives of the European authorities and Permanent Representations to the Union**

Justice and Home Affairs (JHA) representatives from Permanent Representations, officials from DG Justice and Home Affairs and the legal departments of the European Commission and the Council along with the Secretary of the European Parliament's LIBE Committee have been invited to attend a demonstration of the Association's website including a presentation on its activities. This meeting will be held the 24 May 2007 at the Belgian Council of State.

6.4. **Presentation of the site as part of the partnership with the European Judicial Training Network**

As part of the training campaigns organised by the European Judicial Training Network, the Association web site and, in particular, the way in which the databases function, will be presented to the various national trainers on 16 November 2007.

6.5. **Special Newsletter no. 17**

Special Newsletter no. 17 is dedicated entirely to the Association's website and contains detailed information on the following:
- how to access the site;
- site content;
- the Tour of Europe section;
- colloquia and seminars held in the past;
- a guide to the preliminary reference procedure before the Court of Justice of the European Communities;
- the DEC-NAT database;
- the Jurifast database;
- how to enter data into Jurifast.

The attractively compiled newsletter gives a complete overview of the Association's website. If it is deemed to be useful, it may be republished and sent to potentially interested authorities and individuals.

6.6. **More up-to-date look**

As explained above, the site contains a great deal of interesting information. The initial aim was to keep a record of all the Association's activities; databases and forums, etc. were subsequently added.

At the outset, the site was aimed primarily at the Association's members. In the interim, though, the outlook has changed somewhat and the idea now is to make the information contained on the site accessible to as many people as possible.

It would be beneficial to make the look of the site – which is currently somewhat austere and academic – more attractive and it has been suggested that an expert be called in.
7. PARTICIPATION IN PORTAL OF THE NETWORK OF THE PRESIDENTS OF THE SUPREME JUDICIAL COURTS

The Network of the Presidents of the Supreme Judicial Courts is setting up a portal that will offer access to supreme court case law (see Annex).

Setting up a portal is a highly ambitious project: it would entail giving judges from the supreme judicial courts access in their own language to judgments by other supreme courts. The system is based on a keyword-search method, with the judge entering a keyword in his or her own language. The keyword is then translated into all other languages by an automated translation system. All the national decisions in which the relevant keyword appears are then translated back into the search language by the automated translation system – where appropriate via a relay language – and the judge can then consult them in detail.

At the moment, the project is in the experimental stage and five supreme courts are involved. It would appear that at present, the system is encountering difficulties relating to the translation of legal texts. This is exacerbated by the fact that as things stand, the text must be translated automatically - sometimes not just once, but twice.

The Network proposes the following cooperation initiatives with our Association:

- Initially, judges in the Association’s courts will have access to the portal free of charge.
- Later, the Association member courts will gradually be able to participate actively in the portal, by making databases relating to their own courts available to the portal.
8. **ASSOCIATION COLLOQUIUM AND SEMINARS**

8.1. **Colloquium in Warsaw in June 2008**

The big biennial Colloquium will take place in Warsaw in June 2008. The subject will be: “Consequences of the incompatibility of final administrative decisions and final decisions taken by Member State administrative courts with European legislation.”

See attached questionnaire.

8.2. **Seminar in Brussels, 28 January 2008**

See attached questionnaire.

8.3. **Working group on the improvement of preliminary procedure before the CJEC**

At the request of the Dutch Council of State, a working group has been set up to consider reforms to the preliminary procedure before the CJEC. This working group includes judges from the councils of state and supreme courts that currently make up the Board and representatives from the Network of the Presidents of the Supreme Judicial Courts.
9. WORKING VISITS BY JUDGES

9.1. Working visits by judges in 2007

In 2007, eight two-week working visits for judges (from administrative and supreme courts) were introduced via the European programme (run by the European Judicial Training Network).

9.2 Working visits by judges in 2008

As from 2008, a partnership with the European Judicial Training Network will give rise to a similar system for 25 working visits by judges from Councils of State and Supreme Administrative Courts. These visits generally last two weeks (10 days).

In practical terms, this means that the Association will be solely responsible for the educational content of the visits and for selecting candidates while the EJTN will provide logistical and financial support via European subsidies. It will draw up organisational guidelines for the programme for 2008 through coordination meetings which the Association will be invited to attend as a point of contact for working visits by judges from Supreme Administrative Courts. Course reports will be submitted to the EJTN either directly by the individual judge or through the Association.