

# SEVENTH ACTIVITY REPORT

of the panel provided for  
by Article 255 of the Treaty  
on the Functioning  
of the European Union



Luxembourg: Publications Office of the European Union, 2022

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Print	ISBN 978-92-824-8611-5	doi:10.2860/870903	QC-AR-22-002-EN-C
PDF	ISBN 978-92-824-8610-8	ISSN 2600-0148	doi:10.2860/36204
			QC-AR-22-002-EN-N

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# **SEVENTH ACTIVITY REPORT**

adopted on 25 February 2022



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# INTRODUCTORY REMARKS

The purpose of this seventh report, as of the preceding reports, is not only to give an account of the activities of the panel provided for by Article 255 of the Treaty on the Functioning of the European Union (hereinafter ‘the panel’), but also to allow the Union’s institutions, the governments of the Member States and, where appropriate, future candidates for the offices of Judge and Advocate-General of the Court of Justice and the General Court, as well as citizens, to become bet-

ter acquainted with the procedures established for assessing candidates and with the panel’s interpretation of the provisions it is required to apply.

In other words, this report not only **provides a summary of the panel’s work, but also informs the reader of how the criteria set out in the Treaty have been interpreted and which working methods the panel has used.**

## LEGAL FRAMEWORK FOR THE PANEL

The panel provided for by Article 255 of the Treaty on the Functioning of the European Union<sup>1</sup> was established by the Treaty of Lisbon of 13 December 2007, which entered into force on 1 December 2009.

The panel began its work immediately after the entry into force on **1 March 2010** of Decisions No 2010/124/EU and No 2010/125/EU of 25 Feb-

ruary 2010 whereby the Council of the European Union established the operating rules of the panel (hereinafter ‘the operating rules’)<sup>2</sup> and appointed the members of the first panel<sup>3</sup>. The second panel, appointed by Decision No 2014/76/EU of 11 February 2014<sup>4</sup>, took up its duties on 1 March 2014. The third panel was appointed by Decision (EU, Euratom) 2017/2262 of 4 December 2017<sup>5</sup> and took up its duties on 1 March 2018.

## MISSION AND COMPOSITION

The panel’s mission, pursuant to the provisions of Article 255 TFEU, is to **‘give an opinion on candidates’ suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the governments of the Member States make the appointments referred to in Articles 253 and 254’** of that Treaty.

In accordance with Article 255 TFEU, the panel comprises seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom is proposed by the European Parliament. Its members are appointed by the Council of the European Union, acting on a proposal by the President of the Court of Justice. In accordance with point 3 of the operating rules, the members of the panel are appointed for a period of four years and may be reappointed once. The members of the panel do not receive any remuneration for the work, only reimbursement of their mission expenses.

The third panel was appointed by the abovementioned Decision 2017/2262 of 4 December 2017, and was composed as follows:

- Mr Simon Busuttil, former Member of the European Parliament and Member of Malta’s House of Representatives,
- Mr Frank Clarke, Chief Justice of Ireland and President of the Supreme Court,
- Mr Carlos Lesmes Serrano, President of the Supreme Court and of the General Council of the Judiciary of Spain,
- Ms Maria Eugénia Martins De Nazaré Ribeiro, former Judge of the General Court of the European Union,
- Mr Christiaan Timmermans, former Judge of the Court of Justice of the European Union,
- Mr Andreas Voßkuhle, President of the Federal Constitutional Court of Germany, and
- Mr Mirosław Wyrzykowski, former Judge of the Constitutional Court of Poland.

Mr Christiaan Timmermans was appointed President of the panel.

<sup>1</sup> Annex 1 to this report.

<sup>2</sup> Annex 2 to this report.

<sup>3</sup> Annex 3 to this report.

<sup>4</sup> Annex 4 to this report.

<sup>5</sup> Annex 5 to this report.

By Council Decision (EU) 2020/539 of 15 April 2020<sup>6</sup>, Mr Allan Rosas, a former Judge of the Court of Justice of the European Union, was appointed to replace Mr Christiaan Timmermans. Mr Allan Rosas served as President of the third panel from 20 April 2020 to 28 February 2022.

Furthermore, Mr Simon Busuttil resigned from his position as a member of the panel on 11 February 2020 with immediate effect. He was replaced by Ms Julia Laffranque, a Judge of the Supreme Court of Estonia and former Judge of the European Court of Human Rights, who was appointed as

a member of the panel by Council Decision (EU) 2021/47 of 21 January 2021<sup>7</sup>.

Ms Csilla Fekete, Mr Anthony Bisch, Ms Slavka Cholakova, Mr Raphaël Meyer and Ms Koralia Pavlaki, legal advisers at the General Secretariat of the Council, have successively been responsible for the panel's secretariat. Since October 2021, Ms Slavka Cholakova has once again assumed this responsibility. In accordance with the second paragraph of point 4 of the operating rules, the panel's secretariat provides the administrative support necessary for the working of the panel.

## WORK OF THE THIRD PANEL BETWEEN 1 OCTOBER 2019 AND 28 FEBRUARY 2022

The work of the third panel between 1 March 2018 and 30 September 2019 was the subject of the sixth activity report of the panel.

**This report describes the work of the third panel** between 1 October 2019 and 28 February 2022.

In this second period of work, the third panel **followed on seamlessly** from the work done by the previous panels.

In its sixth report, the panel announced that it would **develop its assessment methodology for candidates for renewal of a term of office**,

starting with the partial renewal of the Court of Justice in 2021. In particular, the panel indicated that it would take a more analytical approach to assessing the candidates' productivity during their previous term of office, in the form of a comparison with the expected duration of the proceedings in comparable cases, on the basis of the indicative internal deadlines of the two courts by type of case. It expressed its readiness to seek additional explanations from candidates whose productivity raises any questions as to their continued suitability to carry out the duties of Judge or Advocate-General. As detailed below, the panel followed up on that commitment in the period covered by this report.

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<sup>6</sup> Annex 6 to this report.

<sup>7</sup> Annex 7 to this report.



# I. SUMMARY OF WORK DONE

## 1. GENERAL OVERVIEW OF THE PANEL'S WORK

The panel's work is **cyclical**, dictated by the duration of the terms of office. It has a heavy workload in years in which a partial renewal of members of the Court of Justice or General Court takes place; the workload is lighter outside these periods. Given that the terms of office of the members of these two courts are for six years and half of them are renewed every three years, the panel has a heavy workload **two years out of three** on average.

A major feature of the panel's work between 1 October 2019 and 28 February 2022 was the partial renewal of the Court of Justice in 2021. The panel also issued several opinions as part of the partial renewal of the General Court in 2022, as well as opinions on candidates proposed to replace members of the two courts following resignations or deaths. There are now 92 posts at the Union's courts (54 Judges of the General Court, 27 Judges and 11 Advocates-General of the Court of Justice)<sup>8</sup>, compared to 65 when the panel was established in 2010.

In the period covered by this activity report, the panel held 13 meetings, at an average of one meeting every two months. Each of the panel's

meetings lasted one or two days, during which the panel conducted hearings with the candidates, where required, and deliberated on its opinions. Every opinion was delivered on the same day as the hearing and deliberation. The opinion was always signed by all members of the panel who had deliberated.

Prior to the panel's meetings, the secretariat provided each member with all the elements of the candidates' files on the agenda for examination (see section II.2 below – Common procedures for consideration and assessment), so that each member of the panel could examine these in advance.

The panel's activities in the period covered by this report were affected by the global health crisis. The panel had to make some adjustments to the organisation of its work to adapt it to health requirements. Specific measures had to be taken in particular for the organisation of hearings so that certain members of the panel could attend by video conference; candidates were always informed of these arrangements in advance in order to give them the opportunity to make comments.

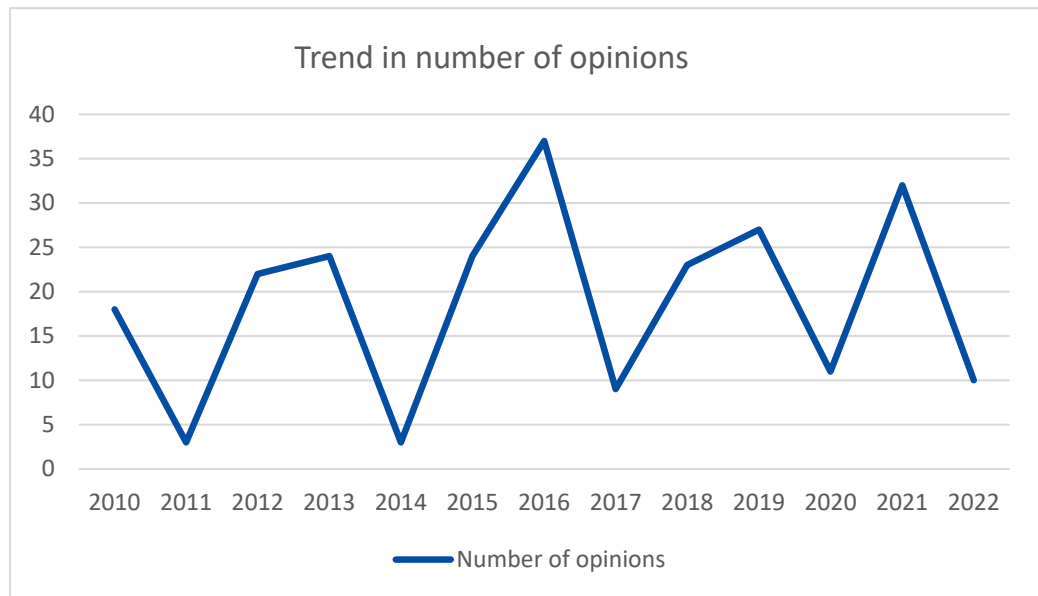
### The third panel delivered 53 opinions between 1 October 2019 and 28 February 2022.

The breakdown of the panel's activities per full calendar year<sup>9</sup> is as follows:

	Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
	Number of meetings	8	3	6	8	3	5	11	4	8	7	4	8	1
	Number of opinions	18	3	22	24	3	24	37	9	23	27	11	32	10
Court of Justice	Renewal	0	0	14	0	2	12	0	6	8	0	3	7	0
	First term of office	2	1	4	4	1	6	1	1	6	3	5	10	1
General Court	Renewal	11	0	0	10	0	5	9	0	6	6	0	6	8
	First term of office	5	2	4	10	0	1	27	2	3	18	3	9	1

<sup>8</sup> The number of Judges of the General Court was brought to 56 as a result of the reform of the General Court introduced by Regulation (EU, Euratom) 2015/2422 of the European Parliament and of the Council of 16 December 2015 amending Protocol No 3 on the Statute of the Court of Justice of the European Union (OJ L 341, 24.12.2015, p. 14). It should also be noted that, following the withdrawal of the United Kingdom from the European Union, the number of Judges was reduced by one at the Court of Justice and by two at the General Court as of 1 February 2020.

<sup>9</sup> Note that the figures for 2022 cover only the first two months of the year, from 1st January 2022 to 28 February 2022.



## 2. CANDIDATES ASSESSED BETWEEN 2020 AND 2022

Between 1 October and 31 December 2019, the panel did not issue any opinions because it had not received any new applications.

**In 2020**, the panel assessed 11 candidates for the office of Judge or Advocate-General, eight of whom were for the Court of Justice and three for the General Court. Of the candidates for the Court of Justice, two were proposed for the office of Advocate-General, for a first term of office. Of the six candidates for the office of Judge of the Court of Justice, three were for a first term of office. For the General Court, the three candidates were for a first term of office as Judge.

**In 2021**, the panel assessed 32 candidates for the office of Judge or Advocate-General, 17 of whom were for the Court of Justice and 15 for

the General Court. Of the candidates for the Court of Justice, eight were proposed for the office of Advocate-General, including five for a first term of office. Of the nine candidates for the office of Judge of the Court of Justice, five were for a first term of office. For the General Court, nine of the 15 candidates were for a first term of office as Judge.

**In January and February 2022**, the panel assessed 10 candidates, including one candidate for the office of Judge of the Court of Justice and nine candidates for the office of Judge of the General Court. The candidate for the office of Judge of the Court of Justice was proposed for a first term of office. One of the candidates for the General Court was for a first term of office as Judge.

## 3. NATURE OF THE OPINIONS

In total, **46 of the 53 opinions** that the panel delivered in the period covered by this report **were favourable and seven were unfavourable**. No unfavourable opinions were delivered on **candidates for renewal of a term of office**.

This means that 24 % (seven out of 29) of the opinions on candidates for a first term of office were unfavourable.

Of the seven unfavourable opinions delivered by the third panel in this period, four related to candidates for a first term of office as Judge of the General Court, and three to candidates for a first term of office at the Court of Justice.

	Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022 <sup>10</sup>
	Number of opinions	18	3	22	24	3	24	37	9	23	27	11	32	10
Court of Justice	Favourable opinions	2	1	18	4	3	17	1	7	13	2	8	15	0
	Unfavourable opinions	0	0	0	0	0	1	0	0	1	1	0	2	1
General Court	Favourable opinions	14	1	2	18	0	6	31	2	8	20	0	14	9
	Unfavourable opinions	2	1	2	2	0	0	5	0	1	4	3	1	0
Total	Favourable opinions	16	2	20	22	3	23	32	9	21	22	8	29	9
	Unfavourable opinions	2	1	2	2	0	1	5	0	2	5	3	3	1
	% favourable opinions	89%	67%	91%	92%	100%	96%	86%	100%	91%	81%	73%	91%	90%
	% unfavourable opinions	11%	33%	9%	8%	0%	4%	14%	0%	9%	19%	27%	9%	10%

## 4. OUTCOME OF THE OPINIONS

The panel's opinions, whether favourable or otherwise, **were always followed** by the governments of the Member States.

## 5. TIME TAKEN TO ASSESS CANDIDATES

Since its establishment, the panel has strived to ensure that the proper functioning of the courts of the European Union is not hampered by an overly lengthy assessment procedure.

It should be noted that an absolute minimum of around three to five weeks is needed between the candidate being put forward and the opinion being delivered, to give the candidate and the Member State sufficient time to provide the documents requested, to produce any necessary translations and to allow the members of the panel to examine the file. Moreover, the

panel meets when there is a sufficient number of candidates to consider and with due regard to the date of expiry of the terms of office of Judges and Advocates-General.

**In the period concerned, the average time taken to assess candidates was 82 days.** During that period, 43 % of candidates were assessed in 45 to 90 days, and in 21 % of cases, the panel reached a decision in less than 45 days. The panel's assessment took longer than 90 days in 36 % of cases.

	Average duration	Assessment in over 90 days	Assessment in 45 to 90 days	Assessment in under 45 days
2020	80 days	4 candidates	4 candidates	3 candidates
2021	80 days	10 candidates	15 candidates	7 candidates
2022	86 days	5 candidates	4 candidates	1 candidate
<b>TOTAL</b>	<b>82 days</b>	<b>19 candidates</b>	<b>23 candidates</b>	<b>11 candidates</b>

<sup>10</sup> The figures for 2022 cover only the first two months of the year, from 1st January 2022 to 28 February 2022.

## 6. CONCLUSIONS ON THE PANEL'S WORK SINCE ITS CREATION IN 2010

**Since 2010**, the panel has delivered **a total of 243 opinions**, 67 of which were delivered by the first panel, 80 by the second panel and 96 by the third panel. Of the 243 candidates assessed, 97 were for the office of Judge or Advocate-General of the Court of Justice and 146 for the office of Judge of the General Court. Of these candidates, 113 were proposed for renewal of their term of office at the Court of Justice (52) or the General Court (61). 130 candidates for a first term of office were also assessed, including 45 for the Court of Justice and 85 for the General Court.

In total, 215 of the opinions delivered since the panel started work in 2010 have been favourable and 28 have been unfavourable. No unfavourable opinions have been delivered on candidates for renewal of a term of office. This means that 21.5 % (28 out of 130) of the opinions on candidates for a first term of office were unfavourable.

## II. CONSIDERATION AND ASSESSMENT OF CANDIDATES

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### 1. PROCEDURE UNDER ARTICLE 255 TFEU AND NATIONAL PROCEDURES

Under Article 255 TFEU the panel's mission is to give an opinion, favourable or otherwise, on the suitability of each candidate proposed for appointment to the office of Judge or Advocate-General of the Court of Justice or the General Court.

It is therefore not the task of the panel to choose between several candidates. The **fundamental responsibility in the appointment of Judges and Advocates-General of the Court of Justice and the General Court lies with the Member States** which, in particular, must propose the best candidates, with regard to the criteria laid down by Articles 253, 254 and 255 TFEU.

In this regard, the panel **highlights the importance of the role that an open, transparent and rigorous national selection procedure led by an independent and impartial panel** can play when assessing candidates.

A national selection procedure based on an open call for applications is an effective method of gathering useful information on the quality of candidates when they are assessed and selected by a national panel composed of independent and qualified persons, and in particular by members of national supreme courts or former members of the courts of the Union. The panel also notes that **for a national selection procedure to be considered independent, the principles of impartiality and objectivity must be observed**.

It is for this reason that, as provided for in the second paragraph of point 6 of the operating rules, since the start of its work the panel has requested information on the **national selection procedure** whenever this information was not provided directly by the Member State proposing the candidate.

More specifically, the purpose of the request is to know whether there was a call for applications, whether an independent body gave its opinion on the merits – i.e. the professional merits – of the candidate proposed with regard to the post to be filled, or whether any other selection procedure offering at least equivalent guarantees, such as choice of the candidate by a Member State's highest court, was used. The panel wishes to be

informed of the conclusions which the government drew from such a procedure, if one exists. The panel therefore encourages the government to share with it the ranking of the successful candidates in the final stage of the procedure from among whom the government made its choice, including the identity of those candidates. Finally, it attaches the greatest importance to compliance by Member States with national rules, where they have been put in place, for the selection of candidates for the office of Judge of the European or international courts.

The panel specifies that the lack of a procedure enabling the merits of the candidate selected at national level to be assessed in an independent and objective manner may not in itself constitute a disadvantage. In addition, the panel is aware that the selection procedure is the sole responsibility of Member States and is not regulated by the TFEU. As a result, the panel has given favourable opinions on suitable candidates within the meaning of the Treaty, even in the absence of a public call for applications or an independent national procedure for assessing the merits of candidates.

Conversely, a national selection procedure, even a very comprehensive and credible procedure, **cannot by itself constitute grounds for considering as suitable candidates** deemed unsuitable by the panel. The existence of a national selection procedure can nonetheless help the panel overcome any doubts it may harbour following its examination of the file and/or the candidates' hearing.

In other words, when, in the eyes of the panel, a candidate may have certain weaknesses, the existence of a national procedure enabling the merits of candidates to be assessed in an independent and objective manner **may work in the candidate's favour** as the panel's doubts and questions can be put aside by its trust in the national procedure.

At this stage, it appears from the information provided by the Member States since 2016 that 17 of them systematically hold open calls for applications. In 10 Member States, applications are examined by a national panel in which the majority of its members are independent and qualified persons.



## 2. COMMON PROCEDURES FOR CONSIDERATION AND ASSESSMENT

On the basis of point 7 of its operating rules, which provides that only candidates for a first term of office as Judge or Advocate-General are heard in a private hearing, the panel established different procedures for assessing candidates, depending on whether they are proposed for renewal of their term of office or for a first term of office.

However, there are some common procedures.

In this regard, the panel adopted a harmonised CV template containing a number of mandatory fields<sup>11</sup>. This ensures that all the information necessary for the assessment of the application is provided, facilitating consideration of the file.

The adopted template requires the following information:

- the candidate's personal details and the nature of the post applied for;
- the candidate's professional experience (current and previous posts held and any additional positions held during their career);
- the candidate's educational background and academic career, with a particular focus on the qualifications obtained;

- details of language proficiency, with reference to the Common European Framework of Reference for Languages;
- a presentation of why the candidate feels suited to perform judicial duties (ability to analyse and solve legal issues; ability to work as part of a team in an international environment; ability to manage a team; computer skills);
- additional information on the candidate's professional background (academic activities, legal honours, publications and other writings, and participation in conferences);
- other information which the candidate would like to bring to the attention of the panel.

The other elements needed for the file vary depending on the type of application: for renewal of a term of office or for a first term of office.

Both for renewals and for first terms of office, however, the panel endeavours to obtain all the information needed to perform its duties, by availing itself fully, where necessary, of the option under the second paragraph of point 6 of its operating rules to ask the government making the proposal *'to send additional information or other material which the panel considers necessary for its deliberations'*.

## 3. CANDIDATES FOR A FIRST TERM OF OFFICE

### 3.1. File

**In the case of candidates for a first term of office as Judge or Advocate-General**, the panel systematically requests the **most comprehensive information**.

Thus, for each candidate for a first term of office, the panel requested that **the government** provide it with:

- the essential reasons which led the government to propose the candidate;
- any information on the national procedure that led to the candidate being selected, if there was one

In this regard, as mentioned above, the panel wishes to know whether there was a call for applications, whether an independent body gave

its opinion on the merits – i.e. the professional merits – of the candidate proposed with regard to the post to be filled, or whether any other selection procedure offering at least equivalent guarantees, such as choice of the candidate by a Member State's highest court, was used. The panel wishes to know what conclusions the government drew from such a procedure, if one exists.

In addition, the **panel asks candidates** to provide the following:

- a letter from the candidate explaining their reasons for applying;
- a CV in the harmonised format defined by the panel;
- the text of one to three recent publications of which the candidate is the author, where

<sup>11</sup> Annex 8 to this report.

possible written in or translated into English or French;

- a presentation of one to three complex legal cases which the candidate has handled in their professional practice, which must not exceed five pages per case (size 12 type; single spacing; 1 500 characters per page, without spaces).

Whenever any of these elements are not in the file forwarded to the panel, the panel systematically requests them.

The panel requests information on **any publications by the candidate and asks to be sent one to three texts of the candidate's choice**, in French or in English. This information may help to shed light on the candidate's areas of interest and above all on their thoughts on legal challenges and issues, and thus on their suitability for performing the duties of Judge or Advocate-General.

However, **a lack of published works or the provision of older works cannot in itself penalise a candidate**. The panel takes care not to give preference to certain profiles – academic ones, for example – compared to professions such as judge, lawyer or jurisconsult. However, where a candidate has issued a publication, it appears legitimate for the panel to take cognisance of it in order to have the most comprehensive information on that candidate.

In addition, candidates are welcome to submit other texts that are equivalent to publications, such as reports, if they so wish.

### 3.2. Hearing

In addition, candidates for a first term of office are heard by the panel. The purpose of the hearings is to **supplement the assessment of the content of the file**.

Indeed, the assessment of the panel is carried out, first and foremost, on the basis of the information in the file, submitted by the government and the candidate. Hearings serve to supplement that assessment.

The hearings, which last for an hour, begin with a ten-minute **introductory presentation** in which the candidates present their application and describe one of the complex legal cases in which they were involved presented in their written file. The candidates may speak in English, French or any other official language of the European Union.

Next, the members of the panel put **questions** to the candidates, in English or French, for 50 minutes, on the various aspects of their suitability

in a way that enables all of the candidates' aptitudes and skills with regard to the post they are applying for, as well as their analytical abilities and capacity for reasoning.

The candidates are asked to respond in the language in which the question was asked. If the candidates consider their mastery of neither English nor French to be adequate, they may respond in any other official language of the European Union.

**More specifically**, the panel may ask about candidates' training and professional experience in order to **clarify aspects of their CVs**.

They may relate to the **reasons why the candidates consider that they are suited to performing the duties** of an Advocate-General or Judge of the Court of Justice or General Court and how they envisage performing those duties. The questions may also relate to how candidates plan to tackle the challenges their new duties may present, especially in the light of their previous personal experience.

Finally, these questions serve to **assess candidates' analytical abilities and capacity for reasoning with regard to the conditions and mechanisms for applying the law, particularly as regards the application of EU law**.

For example, candidates may be asked:

- to expand on one or more aspects of the complex legal cases they presented or on an issue raised in one of the publications they provided;
- to provide their views on the general trends of the recent case-law of the Court of Justice or the General Court in matters relating to their professional background and areas of legal interest, as evidenced in the file and the documents they submitted, or on a judgment of their choice that particularly caught their attention;
- to outline their thoughts on the main issues and problems currently facing EU law, in connection with the mission of the European courts;
- more particularly in the case of candidates for the post of Judge of the General Court, to comment on the main elements of the role of the EU courts when exercising their jurisdiction in administrative proceedings;
- in the case of candidates for the post of Judge or Advocate-General of the Court of Justice, to outline their thoughts on judicial dialogue and the associated challenges for the Court's mission.

In these hearings, the panel endeavours, **on the basis of candidates' specific professional experience**, to assess the soundness of their grasp

of **major legal issues**, of **issues connected with the principle of the rule of law and European integration**, and of the **main aspects of EU law**. It also seeks to evaluate candidates' ability to reflect on the **application of EU law** and on the **relationship between the EU legal system and the respective national legal systems**.

It does not, however, seek to assess the scope and comprehensiveness of candidates' legal knowledge, particularly with regard to European Union law. Nor does it require the kind of comprehensive knowledge, or even erudition, which one might expect of candidates for other positions, such as that of professor of law, for example. As a result, the panel will not in any way take a negative view of candidates' failure to answer a specific question relating to some field of Union law with which they are not familiar since it is outside their specialist field.

Similarly, it does not require or expect specific and firm answers when inviting candidates to comment on the current state of legislation or

case-law, or on issues that have yet to be resolved or decided.

In such cases, its only concern of the panel is the candidates' ability to engage, in a thoughtful way, with the conditions and mechanisms of application of EU law and on the current issues in this field of law.

**The most diverse opinions are, in the eyes of the panel, worthy of interest**, provided that they are properly reasoned and are not founded on erroneous knowledge. The capacity of candidates to think in a way that is their own and, where appropriate, originally is therefore appreciated by the panel.

It thus expects candidates to have an **adequate basic knowledge** of, and in particular a **highly developed ability to analyse and reflect on, the general issues in Union law**. Such requirements can be met by high-level generalists who are not specialised in Union law, provided that they demonstrate that they understand the challenges inherent in the performance of the duties to which they aspire.

## 4. CANDIDATES FOR RENEWAL OF A TERM OF OFFICE

**In the case of candidates for renewal of their term of office as Judge or Advocate-General**, the panel relies on the **elements forwarded by the governments of the Member States**, i.e. the CV in the harmonised format defined by the panel, listing in particular published texts written by the candidate.

The panel then examines the **list of closed cases** for which the candidates for renewal of their term of office as Judge acted as Rapporteur at the Court of Justice or at the General Court. This list distinguishes between judgments and orders and indicates in particular the formation of the court, the subject matter concerned, the date on which the document initiating proceedings was lodged and the date of the final judgment. The panel also takes into account the list of pending cases for which the candidates are Rapporteurs, which specifies the formation of the court, the subject matter concerned, the date on which the document initiating proceedings was lodged and the stage reached in the proceedings. Similarly, for candidates for the office of Advocate-General of the Court of Justice, the panel examines the list of cases in which they delivered an opinion, again distinguishing between different formations of the court. This information is requested from the candidates and provided by the court concerned.

Finally, with regard to candidates for renewal of a term of office, given the heterogeneity of the

portfolios of allocated cases and the sometimes significant differences in members' productivity, the panel considers it **necessary to have at its disposal comparative data** in order to undertake a more detailed analysis of candidates' activities.

Indeed, it should be noted that the panel would not refrain from giving an unfavourable opinion, in exceptional cases, if it considered that candidates proposed for renewal of their term of office did not have, or no longer had, the ability required to carry out high-level or very high-level judicial duties and therefore did not meet the requirement, laid down in Article 255 TFEU, of suitability for performing the duties of the office for which they were applying.

**The panel has, as of now, never made use of this possibility, which nonetheless cannot be ruled out if certain specific circumstances were to arise**, which made it appear that a candidate was unable to continue to perform demanding judicial duties.

In order to carry out such an assessment and identify any significant discrepancies, **starting with the renewal of the Court of Justice in 2021**, the panel compares the duration of proceedings in the cases dealt with by candidates with the expected duration of proceedings in comparable cases, on the basis of the indicative internal deadlines of the court.

The panel notes the **importance of cooperation with the two courts in this regard** and of their willingness to take the necessary steps to ensure that information on compliance with the internal indicative deadlines for cases closed by candidates for renewal of a term of office are made available to the panel.

In principle, as laid down in point 7 of the operating rules, candidates for reappointment are not

heard as part of the assessment. It is therefore all the more important for the panel to have access to written information which is as detailed and accurate as possible. However, in the event that the panel's examination of a candidate's activity leads it to question their capacity to continue to perform their duties, it will ask the candidate for any explanations they wish to provide, including in the context of a hearing.

## 5. CLARIFICATIONS CONCERNING INFORMATION NOT INCLUDED IN THE FILE

To assess whether the candidates fulfil the criteria laid down in Articles 253, 254 and 255 TFEU, the panel **takes as its basis the elements in the file forwarded to it** by the government proposing the candidate and by the candidate in question as well as, if applicable, **publications** by the candidate which members have had the opportunity to consult.

The panel may, under the second paragraph of point 6 of its operating rules, decide to ask the government making the proposal *'to send **additional information** or other material which the panel considers necessary for its deliberations'*.

It does not rule out, particularly with a view to assessing the utility of making such a request, taking account of **publicly available and ob-**

**jective information** (e.g. easily accessible publications by a candidate).

The panel emphasises that it does not solicit the transmission of documents or assessments concerning candidates, except those sent to it, unasked or at its request, by Member State governments or by the candidates themselves.

If the panel becomes aware of factual information on a candidate, whether publicly available or not, of a kind that would support an unfavourable assessment, the panel takes it into account only after the candidate and the government proposing the candidate have first been given the opportunity to comment on its pertinence and its merits.

## 6. EXAMINATION OF THE FOLLOW-UP REQUIRED AS CONCERNS A VERY SHORT TERM OF OFFICE

In one case, the panel addressed the issue of the follow-up actions required where a candidate for a first term of office had been proposed by a Member State to replace a Judge who had been appointed for a period of almost five months and whose Member State of origin had not proposed renewal.

Five judges have been appointed to posts for a significantly shorter period than the normal term of office of members of the courts of the Union (six years). The panel issued a favourable opinion in respect of the renewal of each of the candidates in this situation, noting that the non-renewal of their terms of office, which would not be justified either by any lack of legal abilities or professional experience on their part or on the basis of doubts as to their professional abilities or the requirement of impartiality and

independence, could undermine or appear to undermine the independence of Judges of the courts of the Union and call into question the proper functioning and continuity of justice in the European Union. Nevertheless, when it received a proposal for a new candidate to replace a sitting Judge from one of the Member States concerned, the panel took the view that the proposal could not be regarded as inadmissible, even though the Judge had been appointed for a period of only five months, and had proved to be fit to perform the relevant duties. The panel did, however, voice serious concerns, and drew the attention of the Conference of the Representatives of the Governments of the Member States to this unprecedented situation. However, the new candidate withdrew the application, which was therefore not examined by the panel.

## 7. REASONS FOR AND COMMUNICATION OF THE PANEL'S OPINIONS

In accordance with the first paragraph of point 8 of the panel's operating rules: **'Reasons for the opinion given by the panel shall be stated. The statement of reasons shall set out the principal grounds on which the panel's opinion is based'**. Pursuant to these provisions, the panel's opinions, after recapitulating the various stages of assessment, set out the reasons for which they are favourable or unfavourable, based on candidates' legal capabilities, professional experience, ability to perform the duties of a Judge with independence, impartiality, integrity and probity, knowledge of languages and aptitude for working in an international environment.

In accordance with the second paragraph of point 8 of the operating rules, the opinions given by the panel are **'forwarded to the representatives of the governments of the Member States'**.

Having been consulted on a request addressed to the General Secretariat of the Council, the panel considers that requests for its opinions must be regarded as falling within the scope of Regulation (EC) No 1049/2001 regarding public access to European Parliament, Council and Commission documents. The opinions issued by the panel, which relate to the fields of activity of the European Union and in particular of the Council, are sent to the Council, with which the panel maintains a functional link. The Council is consequently in possession of these opinions (Article 2(3) of Regulation No 1049/2001), even if it is not the end recipient and merely forwards them to the Member States. Requests for access to the panel's opinions must therefore be dealt with in the framework laid down by Regulation (EC) No 1049/2001.

This Regulation nevertheless provides for some exceptions to the obligation to disclose doc-

uments. On the basis of the judgment of the Court of Justice of 29 June 2010, *Commission v Bavarian Lager*<sup>12</sup>, the panel considers that **the disclosure of its opinions** – which pertain to an assessment of candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court, and therefore contain personal data – **would be likely to undermine the privacy of the candidates** (Article 4(1)(b) of Regulation (EC) No 1049/2001).

The panel is also of the opinion that **the full disclosure of its opinions would undermine the aims and quality of the consultation and appointment procedures** provided for in Articles 253 to 255 TFEU, notably because it would jeopardise the secrecy of the panel's deliberations and of the intergovernmental conference at which the Member States appoint the Judges and Advocates-General (Article 4(2) and (3) of Regulation (EC) No 1049/2001).

The panel therefore considers, on the basis of these exceptions, that its opinions **are intended exclusively for Member State governments** and that **positions it takes** on the suitability of candidates for judicial office at European Union level **may not be disclosed to the public, either directly or indirectly**. In accordance with this position, the General Secretariat of the Council has communicated to those making requests only elements that are not likely to contain personal data within the meaning of Regulation (EC) No 1049/2001.

The panel's approach has been supported by the European Ombudsman's decision in case 1955/2017/THH on the Council's refusal to grant public access to opinions evaluating the merits of candidates for appointment to the Court of Justice and the General Court<sup>13</sup>.

<sup>12</sup> Judgment of 29 June 2010, *Commission v Bavarian Lager*, C-28/08 P, EU:C:2010:378.

<sup>13</sup> Decision in case 1955/2017/THH on the Council of the European Union's refusal to grant public access to opinions evaluating the merits of candidates for appointment to the Court of Justice and the General Court of the European Union, paragraphs 22 to 25, available online: <https://www.ombudsman.europa.eu/en/decision/en/114212>.



### III. ASSESSMENT OF CANDIDATES' SUITABILITY

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Pursuant to Article 255 TFEU, the panel must give its opinion on 'candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the governments of the Member States make the appointments referred to in Articles 253 and 254' of that Treaty. Article 253 provides that the Judges and Advocates-General of the Court of Justice are to be chosen 'from persons whose independence is beyond doubt and who possess the qualifications required for appointment to the highest judicial offices in their respective countries or who are jurisconsults of recognised competence'. Article 254 of the Treaty provides that the members of the General Court are to be cho-

sen 'from persons whose independence is beyond doubt and who possess the ability required for appointment to high judicial office'.

At the outset, the panel emphasises that it does not give preference to any particular career path or any one field of legal competence more than another in its assessment of the suitability of the candidates for the duties for which they are proposed. **It considers all career paths in the field of law to be equally legitimate** to apply for the office of Judge or Advocate-General in the courts of the Union and, in particular, those of judge, university professor, jurisconsult, lawyer or senior official specialised in the field of law.

#### 1. ASSESSMENT CRITERIA

Although the criteria established by the Treaty on the Functioning of the European Union are exhaustive, the panel nevertheless considers that they could be further clarified and specified.

The panel's assessment of whether candidates for a post at the Court of Justice meet the conditions required for appointment to the highest judicial offices, or its assessment of whether candidates for a post at the General Court have the ability required for appointment to high judicial office, is therefore made on the basis of **six considerations**:

- the candidates' legal capabilities;
- their professional experience;
- their ability to perform the duties of a Judge;
- their language skills;
- their ability to work as part of a team in an international environment in which several legal systems are represented;
- whether their independence, impartiality, probity and integrity are beyond doubt.

The panel stresses that its assessment of candidates is an overall assessment. However, if candidates are clearly lacking in one of these areas, this could be grounds for an unfavourable opinion. The panel draws attention to the fact that it presented a comprehensive analysis of these criteria in its first activity report.

**a.** The first three of these considerations relate to having the ability required for appointment to very high or high judicial office, or to being a jurisconsult of recognised competence. In this respect the panel takes into consideration candidates' legal capabilities, professional experience, and ability to perform the duties of a Judge.

- **Candidates' legal capabilities** are assessed on the basis of consideration of their career history and of any texts they may have published.

For candidates for a first term of office, the hearing conducted by the panel enables the conclusions of the initial analysis of the content of their file to be confirmed, supplemented or refuted.

It is not the panel's task to evaluate the legal knowledge acquired by candidates, although such knowledge is useful and, conversely, the discovery of significant gaps in knowledge can cast serious doubts on candidates' abilities. In addition to technical knowledge, the panel insists on the need for candidates to demonstrate a genuine ability to analyse and reflect on the conditions and mechanisms for applying the law, particularly as regards the application of Union law within Member States' national legal systems. Candidates are therefore expected to demonstrate that they have sufficient knowledge of the main issues relating to Union law so as to be able to make a relevant and effective contribution, within a reasonable time, to the

handling of the cases entrusted to the courts of the Union.

Given the high standards and the difficulties inherent in the offices to which they aspire, candidates for the offices of Judge or Advocate-General of the Court of Justice or the General Court must demonstrate that they are capable of rising to the challenges involved in the application of European Union law, the mission of the European courts and, more particularly in relation to candidates for the post of Judge or Advocate-General of the Court of Justice, the necessary and legitimate dialogue between the Court of Justice and the Member States' supreme courts. Candidates for the post of Judge or Advocate-General of the Court of Justice are therefore expected to demonstrate **very extensive legal capabilities**, and candidates for the post of Judge of the General Court are expected to demonstrate **extensive legal capabilities**.

- To assess candidates' **professional experience**, the panel takes into consideration **its level, nature and length**.

Although it takes into account all the duties and tasks that candidates have had the opportunity to perform, the panel pays particular attention, when considering career history, to high-level duties performed by candidates – a classification made with due regard to the diverse practices in the different Member States, in particular in their judicial, administrative and university systems.

The panel **does not favour any specific candidate profile**, as long as the duties performed demonstrate candidates' capacity for independent thinking and their ability to develop a personal and in-depth analysis of the challenges inherent in the duties to which they aspire, and to take decisions which are legally sound and that are consistent with the objectives and principles of Union law.

With regard to length of professional experience, by analogy between the office of Judge and positions of an equivalent level in the European civil service, as well as with reference to the national practices with which it is familiar, the panel considers that less than **20 years' experience of high-level duties** for candidates for the office of Judge or Advocate-General of the Court of Justice, and less than **12 or even 15 years' experience** of similar duties for candidates for the office of Judge of the General Court, would be unlikely to be deemed sufficient.

The panel thus presumes that it would not be able to give a favourable opinion on candidates who do not comply with this requirement of a minimum length of professional experience. This **presumption can, however, be overridden** where candidates demonstrate exceptional legal capabilities.

- The panel is also particularly attentive as regards candidates' awareness and internalisation of the **requirements of the profession of Judge of the Court of Justice or of the General Court**.

The panel's task is to determine, in the light of experience gained by the panel's members in positions that they hold or have held in the legal field, whether candidates fully appreciate the extent of the responsibilities which may be entrusted to them, and the binding requirements of the profession of Judge, particularly in terms of independence and impartiality, but also in terms of workload and the ability to take positions that are clear and well-reasoned in law.

It focuses in particular on candidates' capacity to reason and argue, and their ability to offer clear and precise responses to questions asked. In particular, the panel expects candidates, in particular candidates for the office of Judge or Advocate-General of the Court of Justice, to have the authority, reasoning and maturity required to enable them to meet the challenges of the high judicial offices to which they aspire. These expectations are in place because of the importance of the responsibilities incumbent upon Union Judges, particularly with regard to the institutions of the Union, the Member States and national supreme courts.

**b.** The panel also takes into consideration **candidates' language skills** and their **aptitude for working in an international environment** in which several legal systems are represented.

- The ability to speak, or at least understand, a number of **official languages of the European Union**, and the ability to acquire proficiency, within a reasonable time, in the working language of the European courts and thus be in a position to contribute to deliberations with other members of the court, constitutes an important assessment criterion for the panel.
- **Aptitude for working in an international environment in which several legal systems are represented** is assessed in terms of ability to comprehend the broad categories and principles of the legal systems of the Member States of the European Union, in addition to the legal system of the Member State proposing the candidate, as well as the ability

to appreciate the issues that may arise there in connection with the application of EU law. In this regard, experience or activities in a European or international context may be considered an asset.

**c. The requirement of impartiality and independence being beyond doubt** is explicitly referred to in the criteria for assessment of candidates set out in Articles 253 and 254 of the Treaty.

Moreover, the panel attaches particular importance to the **integrity and probity** of candidates for the posts of Judge and Advocate-General of the Court of Justice and Judge of the General Court. The fulfilment of this requirement, which is essential, is undoubtedly difficult to assess solely on the basis of candidates' files

as submitted by Member States' governments and hearings conducted by the panel where appropriate.

The panel does, however, endeavour to establish whether there are factors of any kind which are likely to lead it to express reservations as to the ability of candidates to perform the duties of Judge with independence, impartiality, integrity and probity.

The panel may therefore need to question a candidate or the government which submitted the proposal on one or more aspects of an application which might give rise to doubts as to whether the candidate concerned would be able to perform the duties of a Judge completely independently and impartially, or doubts as to the candidate's integrity or probity.

## 2. CLARIFICATION OF THE SPECIFIC ASSESSMENT OF THESE CRITERIA BY THE PANEL

It would seem appropriate, within the framework of the criteria cited above, to explain what exactly the panel expects from candidates for posts as important as those to be filled.

At the outset, it is important to emphasise that the panel's assessment is based primarily on the candidate's file, CV, publications and, in particular, the written statements they have submitted to the panel, in particular to provide evidence of their ability to carry out legal analysis.

On the basis of an examination of the file and immediately prior to the hearing, in the context of a round-table discussion, the panel carries out an initial assessment of the candidate's ability to perform the duties to which they aspire. The purpose of the hearing is then to enable the panel to ask questions raised by the file and supplement the impression gained from its examination, either invalidating or confirming it. The panel then deliberates on the application, and draws up and adopts its opinion.

The panel's assessment is therefore never based solely on the candidate's performance during the hearing. While this is an important aspect, it is always assessed in conjunction with the conclusions arising from an analysis of the file.

That said, in the context of the hearing, the panel does endeavour, **on the basis of candidates' specific professional experience**, to assess the soundness of their grasp of **major legal issues**, of **issues connected with the principle of the rule of law and European integration**, and of the **main aspects of EU law**. It also seeks

to evaluate candidates' ability to reflect on the **application of EU law** and on the **relationship between the EU legal system and the respective national legal systems**.

In most cases, candidates have been able to demonstrate, by means of the information provided in the file and at their hearings, that they **fulfil the requirements** for appointment to the offices for which they were proposed. The quality of some candidates – particularly in terms of legal capabilities and professional experience – has even been extremely impressive, if not outstanding.

**In a number of cases, the panel has delivered an unfavourable opinion.** This has been the case, for instance, where candidates' **length of high-level professional experience**, which the panel found to be **manifestly too short**, was not compensated for by exceptional or extraordinary legal capabilities. The panel has also had occasion to note the complete absence of any professional experience relevant to EU law.

The panel has also delivered unfavourable opinions **where the candidates' legal capabilities appeared inadequate in the light of the requirements of the office of Advocate-General or Judge of the Court of Justice or the General Court. Unfavourable opinions have likewise been issued where the candidates did not demonstrate sufficient knowledge of European Union law, or appropriate understanding of the major issues that fall within the jurisdiction of the courts.**

In such cases, the panel in no way wishes to underestimate candidates' qualifications or the duties they have performed, especially in their Member State of origin. However, all candidates must be capable of demonstrating, **on the basis of their file and oral statements**, that they have sufficient knowledge of the main challenges relating to the Union's legal system and a sufficient grasp of the broad issues relating to the application of EU law and relationships between legal systems.

Certain candidates have shown a clear lack of such knowledge and insufficient familiarity with EU law. The panel is additionally mindful of candidates' shortcomings given that they have had several months in which to prepare for their hearing, to conduct research on EU law and to reflect on the case law and missions of the courts of the Union. In this context, if the candidate reveals serious inadequacies in their knowledge or reasoning, it puts them at a clear disadvantage.

In order to assess candidates' knowledge, the panel endeavours to base its hearings not on theoretical and abstract questions, but instead on candidates' actual experience, in order to assess when and in what context they have had to deal with EU law in the performance of their duties. The panel also ensures that, in addition to being asked more specific questions inspired by their writings or experience in connection with Union law, candidates are asked more open questions that give them the opportunity to demonstrate their potential.

**The panel may therefore issue a favourable opinion on candidates who have not been able to give a precise answer to certain tech-**

**nical questions, but who have shown a genuine ability to reason and argue, when the panel believes that they have sufficient potential to effectively carry out the duties of Judge or Advocate-General.**

In addition, the panel of course pays attention to the **consistency** of candidates' statements and ensures there are no discrepancies between these and the content of their file. Any inconsistencies in this regard are likely to give an unfavourable impression. The panel may also raise concerns as to whether the candidates' integrity and probity are beyond doubt. Since these qualities are vital in carrying out the duties of Advocate-General or Judge of the Court of Justice or the General Court, an unfavourable opinion was issued in a case where the panel had serious doubts that were not allayed during the assessment procedure.

Finally, the panel does of course believe that candidates for appointment as an Advocate-General or Judge of the European Union cannot be expected to possess the same capabilities as an Advocate-General or Judge of the European Union in office. However, it also takes the view that a favourable opinion cannot be delivered in respect of candidates unless they demonstrate that they possess **the ability to make an effective personal contribution**, after a period of adjustment of a number of months, rather than a number of years, to the judicial role for which they are being considered. In order to be appointed, candidates must indeed be able, after a reasonable period and in all respects, to make an effective and relevant contribution in dealing with cases subject to the jurisdiction of the courts of the Union.

## IV. THE PANEL'S RELATIONS WITH THE INSTITUTIONS OF THE EUROPEAN UNION

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During the panel's third term of office, none of the institutions of the European Union invited the panel to give an account of its activities. The panel itself has not encountered any issues which would have justified its requesting a hearing.

Since 2010, several members of the panel have made reference publicly to the work of the panel, either in **publications** or at **conferences**. In

most cases they informed their colleagues beforehand about their intended statements so that any comments made by their colleagues could be taken into account before the statements were made. A list of the texts published on panel members' own initiative, and which include references to the panel's work, is annexed to this report<sup>14</sup>. Naturally, only the activity reports represent the panel's views.

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<sup>14</sup> Annex 9 to this report





## CONCLUSION

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The panel hopes that the seventh activity report, which extends and adds to the information given in its first six reports, will allow for a better understanding of the conditions in which candidates for the offices of Judge and Advocate-General of the Court of Justice and of the General Court have been assessed. It is the panel's hope that this document will reinforce recognition of the relevance and usefulness of the duties entrusted to it by Article 255 of the Treaty on the Functioning of the European Union.



### **Articles 253 to 255 of the Treaty on the Functioning of the European Union**

## **Articles 253 to 255 of the Treaty on the Functioning of the European Union**

### **Article 253**

The Judges and Advocates-General of the Court of Justice shall be chosen from persons whose independence is beyond doubt and who possess the qualifications required for appointment to the highest judicial offices in their respective countries or who are jurisconsults of recognised competence; they shall be appointed by common accord of the governments of the Member States for a term of six years, after consultation of the panel provided for in Article 255.

Every three years there shall be a partial replacement of the Judges and Advocates-General, in accordance with the conditions laid down in the Statute of the Court of Justice of the European Union.

The Judges shall elect the President of the Court of Justice from among their number for a term of three years. He may be re-elected.

Retiring Judges and Advocates-General may be reappointed.

The Court of Justice shall appoint its Registrar and lay down the rules governing his service.

The Court of Justice shall establish its Rules of Procedure. Those Rules shall require the approval of the Council.

### **Article 254**

The number of Judges of the General Court shall be determined by the Statute of the Court of Justice of the European Union. The Statute may provide for the General Court to be assisted by Advocates-General.

The members of the General Court shall be chosen from persons whose independence is beyond doubt and who possess the ability required for appointment to high judicial office. They shall be appointed by common accord of the governments of the Member States for a term of six years, after consultation of the panel provided for in Article 255. The membership shall be partially renewed every three years. Retiring members shall be eligible for reappointment.

The Judges shall elect the President of the General Court from among their number for a term of three years. He may be re-elected.

The General Court shall appoint its Registrar and lay down the rules governing his service.

The General Court shall establish its Rules of Procedure in agreement with the Court of Justice. Those Rules shall require the approval of the Council.

Unless the Statute of the Court of Justice of the European Union provides otherwise, the provisions of the Treaties relating to the Court of Justice shall apply to the General Court.

### **Article 255**

A panel shall be set up in order to give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the governments of the Member States make the appointments referred to in Articles 253 and 254.

The panel shall comprise seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom shall be proposed by the European Parliament. The Council shall

adopt a decision establishing the panel's operating rules and a decision appointing its members. It shall act on the initiative of the President of the Court of Justice.



**Council Decision of 25 February 2010  
relating to the operating rules of the panel provided for in Article 255 of the Treaty on the  
Functioning of the European Union  
(2010/124/EU)**

## DECISIONS

### COUNCIL DECISION

of 25 February 2010

**relating to the operating rules of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union**

(2010/124/EU)

THE COUNCIL OF THE EUROPEAN UNION,

HAS ADOPTED THIS DECISION:

Having regard to the Treaty on the Functioning of the European Union, and in particular the second paragraph of Article 255 thereof,

Having regard to the initiative by the President of the Court of Justice on 11 January 2010,

Whereas:

- (1) The Judges and Advocates-General of the Court of Justice and the General Court are appointed by common accord of the governments of the Member States, after consultation of a panel set up in order to give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General. The panel comprises seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom is proposed by the European Parliament.
- (2) The operating rules of that panel therefore need to be established,

#### *Article 1*

The operating rules of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union are set out in the Annex to this Decision.

#### *Article 2*

This Decision shall enter into force on 1 March 2010.

#### *Article 3*

This Decision shall be published in the *Official Journal of the European Union*.

Done at Brussels, 25 February 2010.

*For the Council*

*The President*

A. PÉREZ RUBALCABA

## ANNEX

**OPERATING RULES OF THE PANEL PROVIDED FOR IN ARTICLE 255 OF THE TREATY ON THE FUNCTIONING OF THE EUROPEAN UNION****1. Mission**

The panel shall give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the Governments of the Member States make the appointments referred to in Articles 253 and 254 of the Treaty.

**2. Composition**

The panel shall comprise seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom shall be proposed by the European Parliament.

**3. Term of office**

The members of the panel shall be appointed for a period of four years. A person who is to replace a member before the expiry of that period shall be appointed for the remainder of his predecessor's term.

Members of the panel may be reappointed once.

**4. Presidency and secretariat**

The panel shall be presided over by one of its members, appointed for that purpose by the Council.

The General Secretariat of the Council shall be responsible for the panel's secretariat. It shall provide the administrative support necessary for the working of the panel, including the translation of documents.

**5. Quorum and deliberations**

Meetings of the panel shall be valid if at least five of its members are present. The deliberations of the panel shall take place *in camera*.

**6. Referral to the panel and request for additional information**

As soon as the Government of a Member State proposes a candidate, the General Secretariat of the Council shall send that proposal to the President of the panel.

The panel may ask the government making the proposal to send additional information or other material which the panel considers necessary for its deliberations.

**7. Hearing**

Except where a proposal relates to the reappointment of a Judge or Advocate-General, the panel shall hear the candidate; the hearing shall take place in private.

**8. Statement of reasons for opinion and presentation**

Reasons for the opinion given by the panel shall be stated. The statement of reasons shall set out the principal grounds on which the panel's opinion is based.

The panel's opinion shall be forwarded to the Representatives of the Governments of the Member States. Furthermore, at the request of the Presidency, the President of the panel shall present that opinion to the Representatives of the Governments of the Member States' meeting within the Council.

**9. Financial provisions**

Members of the panel required to travel away from their place of residence in order to carry out their duties shall be entitled to reimbursement of their expenses and an allowance on the conditions laid down in Article 6 of Regulation No 422/67/EEC, 5/67/Euratom of the Council of 25 July 1967 determining the emoluments of the President and members of the Commission and of the President, Judges, Advocates-General and Registrar of the Court of Justice and of the President, Members and Registrar of the Court of First Instance and of the President, Members and Registrar of the European Union Civil Service Tribunal <sup>(1)</sup>.

The corresponding expenditure shall be borne by the Council.

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<sup>(1)</sup> OJ 187, 8.8.1967, p. 1.

**Council Decision of 25 February 2010  
appointing the members of the panel provided for in Article 255 of the Treaty  
on the Functioning of the European Union  
(2010/125/EU)**

**COUNCIL DECISION**  
**of 25 February 2010**  
**appointing the members of the panel provided for in Article 255 of the Treaty on the Functioning**  
**of the European Union**  
(2010/125/EU)

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular the second paragraph of Article 255 thereof,

Having regard to the initiative by the President of the Court of Justice on 26 January 2010,

Whereas:

- (1) A panel is to be set up pursuant to Article 255(1) of the Treaty, in order to give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the Governments of the Member States make the appointments (hereafter 'the panel').
- (2) The panel is to comprise seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom is to be proposed by the European Parliament.
- (3) Account should be taken of a balanced membership of the panel, both in geographical terms and in terms of representation of the legal systems of the Member States.
- (4) The members of the panel and its President should therefore be appointed,

HAS ADOPTED THIS DECISION:

*Article 1*

For a period of four years from 1 March 2010, the following shall be appointed members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union:

Mr Jean-Marc SAUVÉ, President

Mr Peter JANN

Lord MANCE

Mr Torben MELCHIOR

Mr Péter PACZOLAY

Ms Ana PALACIO VALLELERSUNDI

Ms Virpi TIILI

*Article 2*

This Decision shall enter into force on 1 March 2010.

*Article 3*

This Decision shall be published in the *Official Journal of the European Union*.

Done at Brussels, 25 February 2010.

*For the Council*

*The President*

A. PÉREZ RUBALCABA

## ANNEX 4

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**Council Decision of 11 February 2014  
appointing the members of the panel provided for in Article 255 of the Treaty  
on the Functioning of the European Union  
(2014/76/EU)**



**COUNCIL DECISION****of 11 February 2014****appointing the members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union**

(2014/76/EU)

THE COUNCIL OF THE EUROPEAN UNION,

HAS ADOPTED THIS DECISION:

Having regard to the Treaty on the Functioning of the European Union, and in particular the second paragraph of Article 255 thereof,

Having regard to the Treaty establishing the European Atomic Energy Community, and in particular Article 106a(1) thereof,

Having regard to the initiative by the President of the Court of Justice on 25 November 2013,

Whereas:

- (1) Pursuant to the first paragraph of Article 255 of the Treaty on the Functioning of the European Union, a panel is to be set up in order to give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the Governments of the Member States make the appointments (hereafter referred to as the 'panel').
- (2) The panel is to comprise seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom is to be proposed by the European Parliament.
- (3) Account should be taken of a balanced membership of the panel, both in geographical terms and in terms of representation of the legal systems of the Member States.
- (4) The members of the panel and its President should therefore be appointed,

*Article 1*

For a period of four years from 1 March 2014, the following shall be appointed members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union:

Mr Jean-Marc SAUVÉ, President

Mr Luigi BERLINGUER

Ms Pauliine KOSKELO

Lord MANCE

Mr Péter PACZOLAY

Mr Christiaan TIMMERMANS

Mr Andreas VOSSKUHL

*Article 2*

This Decision shall enter into force on 1 March 2014.

Done at Brussels, 11 February 2014.

*For the Council*  
*The President*  
E. VENIZELOS

**Council Decision (EU, Euratom) 2017/2262 of 4 December 2017  
appointing the members of the panel provided for in Article 255 of the Treaty  
on the Functioning of the European Union**

**COUNCIL DECISION (EU, Euratom) 2017/2262****of 4 December 2017****appointing the members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular the second paragraph of Article 255 thereof,

Having regard to the Treaty establishing the European Atomic Energy Community, and in particular Article 106a(1) thereof,

Having regard to the initiative by the President of the Court of Justice on 10 October 2017,

Whereas:

- (1) Pursuant to the first paragraph of Article 255 of the Treaty on the Functioning of the European Union, a panel is to be set up in order to give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the Governments of the Member States make the appointments (hereafter referred to as the 'panel').
- (2) The panel is to comprise seven persons chosen from among former members of the Court of Justice and the General Court, members of national supreme courts and lawyers of recognised competence, one of whom is to be proposed by the European Parliament.
- (3) Account should be taken of a balanced membership of the panel, both in geographical terms and in terms of representation of the legal systems of the Member States.
- (4) The members of the panel and its President should therefore be appointed,

HAS ADOPTED THIS DECISION:

*Article 1*

For a period of 4 years from 1 March 2018, the following shall be appointed members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union:

Mr Christiaan TIMMERMANS, President

Mr Simon BUSUTTIL

Mr Frank CLARKE

Mr Carlos LESMES SERRANO

Ms Maria Eugénia MARTINS DE NAZARÉ RIBEIRO

Mr Andreas VOSSKUHL

Mr Mirosław WYRZYKOWSKI

*Article 2*

This Decision shall enter into force on 1 March 2018.

Done at Brussels, 4 December 2017.

*For the Council*

*The President*

U. PALO

## ANNEX 6

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**Council Decision (EU) 2020/539 of 15 April 2020  
replacing the President of the panel provided for in Article 255 of the Treaty  
on the Functioning of the European Union**

## II

*(Non-legislative acts)*

## DECISIONS

**COUNCIL DECISION (EU) 2020/539****of 15 April 2020****replacing the President of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular the second paragraph of Article 255 thereof,

Having regard to the initiative of the President of the Court of Justice of 6 March 2020,

Whereas:

- (1) Pursuant to the first paragraph of Article 255 of the Treaty on the Functioning of the European Union, a panel was set up in order to give an opinion on candidates' suitability to perform the duties of Judge and of Advocate-General of the Court of Justice and of the General Court before the Governments of the Member States make the appointments (the 'panel').
- (2) By Decision (EU, Euratom) 2017/2262 <sup>(1)</sup>, the Council appointed the seven members of the panel for a period of four years, ending on 28 February 2022.
- (3) By letter of 27 February 2020, Mr Christiaan TIMMERMANS, President of the panel, informed the President of the Council of his resignation.
- (4) By letter of 6 March 2020, the President of the Court of Justice proposed the appointment of Mr Allan ROSAS to replace Mr Christiaan TIMMERMANS as President of the panel for the remainder of his term, in accordance with point 3 of the operating rules of the panel as set out in the Annex to Council Decision 2010/124/EU <sup>(2)</sup>,

HAS ADOPTED THIS DECISION:

*Article 1*

Mr Allan ROSAS is hereby appointed President of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union for a period ending on 28 February 2022.

<sup>(1)</sup> Council Decision (EU, Euratom) 2017/2262 of 4 December 2017 appointing the members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union (OJ L 324, 8.12.2017, p. 50).

<sup>(2)</sup> Council Decision 2010/124/EU of 25 February 2010 relating to the operating rules of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union (OJ L 50, 27.2.2010, p. 18).

*Article 2*

This Decision shall enter into force on the day of its publication in the *Official Journal of the European Union*.

Done at Brussels, 15 April 2020.

*For the Council*  
*The President*  
G. GRLIĆ RADMAN

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**Council Decision (EU) 2021/47 of 21 January 2021  
replacing a member of the panel provided for in Article 255 of the Treaty  
on the Functioning of the European Union**

## II

*(Non-legislative acts)*

## DECISIONS

## COUNCIL DECISION (EU) 2021/47

of 21 January 2021

**replacing a member of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular the second paragraph of Article 255 thereof,

Having regard to the initiative of the President of the Court of Justice of 2 December 2020,

Whereas:

- (1) Pursuant to the first paragraph of Article 255 of the Treaty on the Functioning of the European Union, a panel was set up in order to give an opinion on candidates' suitability to perform the duties of Judge and Advocate-General of the Court of Justice and the General Court before the Governments of the Member States make the appointments ('the panel').
- (2) The panel comprises seven persons chosen from among former members of the Court of Justice and of the General Court, members of the highest national courts and lawyers of recognised competence, one of whom is to be proposed by the European Parliament.
- (3) By Decisions (EU, Euratom) 2017/2262 <sup>(1)</sup> and (EU) 2020/539 <sup>(2)</sup>, the Council appointed the seven members of the panel for a period ending on 28 February 2022.
- (4) By letter of 11 February 2020, Mr Simon BUSUTTIL, panel member proposed by the European Parliament, informed the Council of his resignation.
- (5) On 26 November 2020, the President of the European Parliament informed the President of the Court of Justice of the Parliament's intention to nominate Ms Julia LAFFRANQUE as a panel member.
- (6) By letter of 2 December 2020, the President of the Court of Justice proposed the appointment of Ms Julia LAFFRANQUE to replace Mr Simon BUSUTTIL as a panel member for the remainder of his term, in accordance with point 3 of the operating rules of the panel as set out in the Annex to Council Decision 2010/124/EU <sup>(3)</sup>,

<sup>(1)</sup> Council Decision (EU, Euratom) 2017/2262 of 4 December 2017 appointing the members of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union (OJ L 324, 8.12.2017, p. 50).

<sup>(2)</sup> Council Decision (EU) 2020/539 of 15 April 2020 replacing the President of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union (OJ L 122, 20.4.2020, p. 1).

<sup>(3)</sup> Council Decision 2010/124/EU of 25 February 2010 relating to the operating rules of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union (OJ L 50, 27.2.2010, p. 18).

HAS ADOPTED THIS DECISION:

*Article 1*

Ms Julia LAFFRANQUE is hereby appointed a member of the panel provided for in Article 255 of the Treaty on the Functioning of the European Union, for a period ending on 28 February 2022.

*Article 2*

This Decision shall enter into force on the date of its publication in the *Official Journal of the European Union*.

Done at Brussels, 21 January 2021.





*For the Council*  
*The President*  
A.P. ZACARIAS

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**Curriculum vitae template  
adopted by the second panel at its meeting on 25 April 2015**

**INFORMATIONS  
PERSONNELLES**

Prénom(s) Nom(s)

 Remplacer par numéro de rue, nom de rue, code postal, localité, pays  
 Remplacer par numéro de téléphone fixe  Remplacer par numéro de téléphone portable  
 Inscrire l'adresse(s) courriel

Sexe - Indiquer sexe | Date de naissance - jj/mm/aaaa | Nationalité - Indiquer nationalité(s)

**POSTE VISÉ**

Choisir parmi :

Juge au Tribunal de l'Union européenne – première candidature / renouvellement  
 Juge à la Cour de justice de l'Union européenne – première candidature / renouvellement

Avocat général à la Cour de justice de l'Union européenne – première candidature / renouvellement

**EXPÉRIENCE  
PROFESSIONNELLE**
**Poste actuel**

Remplacer par dates (Depuis le -)

Remplacer par la fonction ou le poste occupé

Remplacer par le nom et la localité de l'employeur (au besoin, l'adresse et le site web)

▪ Remplacer par les principales activités et responsabilités

Type ou secteur d'activité : Remplacer par le type ou secteur d'activité

**Postes occupés antérieurement**

Remplacer par dates (de - à)

Remplacer par la fonction ou le poste occupé

Remplacer par le nom et la localité de l'employeur (au besoin, l'adresse et le site web)

▪ Remplacer par les principales activités et responsabilités

Type ou secteur d'activité : Remplacer par le type ou secteur d'activité

**Fonctions accessoires**

Remplacer par dates (de - à)

Remplacer par la fonction ou le poste occupé

Remplacer par le nom et la localité de l'employeur (au besoin, l'adresse et le site web)

▪ Remplacer par les principales activités et responsabilités

Type ou secteur d'activité : Remplacer par le type ou secteur d'activité

**ÉDUCATION  
ET FORMATION**

Remplacer par dates (de - à)

Remplacer par la qualification obtenue

Inscrire le niveau du  
CEC (ou autre) le  
cas échéant

Remplacer par le nom et la localité de l'établissement d'enseignement ou de formation (au besoin le pays)

▪ Remplacer par la liste des principales matières couvertes ou compétences acquises

## COMPÉTENCES LIÉES À L'EMPLOI

### Compétences linguistiques

Langue(s) maternelle(s) Remplacer par votre/vos langue(s) maternelle(s)

Autre(s) langue(s)

Remplacer par la langue

Remplacer par la langue

COMPRENDRE		PARLER		ÉCRIRE
Écouter	Lire	Prendre part à une conversation	S'exprimer oralement en continu	
Spécifier niveau	Spécifier niveau	Spécifier niveau	Spécifier niveau	Spécifier niveau
Spécifier niveau	Spécifier niveau	Spécifier niveau	Spécifier niveau	Spécifier niveau

Indiquer votre compétence suivant l'échelle de niveau croissant de A 1 à C 2 suivante  
(Cadre européen commun de référence pour les langues) :  
utilisateur élémentaire A 1  
utilisateur élémentaire A 2  
utilisateur indépendant B 1  
utilisateur indépendant B 2  
utilisateur expérimenté C 1  
utilisateur expérimenté C 2

### Capacité à exercer des fonctions juridictionnelles

- Capacité à analyser et résoudre des questions juridiques
  - Renseigner les expériences et éléments permettant de montrer au comité votre capacité à analyser et résoudre des questions juridiques
- Capacité à travailler en équipe dans un environnement international
  - Renseigner les expériences et éléments permettant de montrer au comité votre capacité à travailler en équipe
  - Renseigner les expériences et éléments permettant de montrer au comité votre capacité à travailler dans un environnement international
- Capacité à encadrer une équipe
  - Renseigner les expériences et éléments permettant de montrer au comité votre capacité à diriger une équipe ou à gérer un service.
- Compétences informatiques
  - Indiquer votre degré de maîtrise et de pratique des principaux outils informatiques (notamment les logiciels de traitement de texte)
  - Indiquer votre degré de maîtrise et de pratique des bases de données juridiques

### INFORMATIONS COMPLÉMENTAIRES





- Activités scientifiques
  - Participation effective à des comités de rédaction de revues
  - Participation aux travaux de sociétés savantes
  - Autres activités scientifiques (membre de laboratoires de recherches, etc.)
- Distinctions juridiques
  - Prix de thèse
  - Ouvrages distingués
  - Doctorat *honoris causa*
  - Autres distinctions juridiques
- Publications, écrits et participations en qualité d'intervenant à des conférences
  - Ouvrages publiés
  - Articles publiés dans des revues à comité de lecture
  - Autres articles publiés
  - Rapports et études dont le candidat a été le rapporteur, le coordinateur ou le directeur
  - Interventions lors de conférences

### AUTRES INFORMATIONS

- Autres informations que le candidat juge pertinentes de porter à la connaissance du comité

**PERSONAL  
INFORMATION**

First name(s) Surname(s)

-  Replace by street number, street name, postcode, town, country
-  Replace by fixed telephone number  Replace by mobile phone number
-  Enter e-mail address(es)

Gender - Indicate gender | Date of birth - dd/mm/yyyy | Nationality - Indicate nationality(ies)

**POST APPLIED FOR**

Choose from among:

- Judge at the General Court of the European Union - first appointment/renewal
- Judge at the Court of Justice of the European Union - first appointment/renewal
- Advocate-General at the Court of Justice of the European Union - first appointment/renewal

**PROFESSIONAL EXPERIENCE****Current position**

Replace by dates (Since -)

Replace by position or post occupied

Replace by the name and place of the employer (address and website, as required)

- Replace by main activities and responsibilities

Type or sector of business: Replace by type or sector of business

**Previous posts held**

Replace by dates (from - to)

Replace by position or post occupied

Replace by the name and place of the employer (address and website, as required)

- Replace by main activities and responsibilities

Type of business or sector: Replace by type of business or sector

**Additional positions held**

Replace by dates (from - to)

Replace by position or post occupied

Replace by the name and place of the employer (address and website, as required)

- Replace by main activities and responsibilities

Type of business or sector: Replace by type of business or sector

**EDUCATION  
AND TRAINING**

Replace by dates (from - to)

Replace by qualification obtained

Enter the EQF level  
(or similar, as  
appropriate)

Replace by the name and place of the educational or training establishment (and the country, if required)

- Replace by the list of main subjects covered or skills acquired

**JOB-RELATED  
SKILLS****Language proficiency**



Mother tongue(s) Replace by your mother tongue(s)

Other language(s)	COMPREHENSION		ORAL SKILLS		WRITTEN SKILLS
	Aural	Reading	Conversational skills	Oral fluency	
Replace by language	Specify level	Specify level	Specify level	Indicate level	Specify level
Replace by language	Specify level	Specify level	Specify level	Specify level	Specify level

Indicate your proficiency on an ascending scale from A1 to C2  
(Common European Framework of Reference for Languages):  
elementary user A1  
elementary user A2  
independent user B1  
independent user B2  
experienced user C1  
experienced user C2

#### Ability to perform judicial duties

- Ability to analyse and solve legal issues
  - Mention experiences and factors that show the panel your ability to analyse and solve legal issues
- Ability to work as part of a team in an international environment
  - Mention experiences and factors that show the panel your ability to work as part of a team
  - Mention experiences and factors that show the panel your ability to work in an international environment
- Ability to manage a team
  - Mention experiences and factors that show the panel your ability to lead a team or manage a department
- IT skills
  - Indicate your familiarity with and practical experience of the main IT tools (particularly word-processing software)
  - Indicate your familiarity with and practical experience of legal databases

#### ADDITIONAL INFORMATION

- Scholarly activities
  - Active membership of editorial committees of journals
  - Active membership of learned societies
  - Other scholarly activities (membership of research laboratories, etc.)
- Legal distinctions
  - Dissertation prize
  - Distinguished works
  - Honorary Doctorates
  - Other legal distinctions
- Publications, articles and lectures given at conferences
  - Published works
  - Articles published in peer-reviewed journals
  - Other published articles
  - Reports and studies for which the applicant has been rapporteur, coordinator or director
  - Conference participation

#### OTHER INFORMATION

- Other information which the applicant considers relevant for the panel

### **List of publications by members of the panel relating to its work**

Lord Mance, 'The Composition of the European Court of Justice', October 2011.

Lord Mance, 'Judges judged', *European Advocate* (Journal of the Bar European Group), Spring 2012.

J.-M. Sauvé, 'Les juges européens désormais nommés après avis d'un comité indépendant. Entretien', *Les Petites Affiches*, 16 March 2011, No 53, pp. 3-7.

J.-M. Sauvé, 'Qu'est-ce qu'un bon juge européen?', *Dalloz*, 10 May 2011, No 19.

J.-M. Sauvé, 'Le rôle du comité 255 dans la sélection du juge de l'Union', in *La Cour de justice et la construction de l'Europe : Analyses et perspectives de soixante ans de jurisprudence*, Asser Press, Springer, 2013, pp. 99-119.

J.-M. Sauvé, 'Le rôle du Comité chargé de donner un avis sur l'aptitude à exercer les fonctions de juge de l'Union européenne', speech before the European Parliament's Committee on Legal Affairs in Brussels on 30 May 2013.

J.-M. Sauvé, interview, *Revue de l'Union européenne*, June 2013, pp. 325-327.

J.-M. Sauvé, 'Le rôle du comité 255 dans la séparation des pouvoirs au sein de l'Union européenne', speech for the 130<sup>th</sup> anniversary of the Conseil supérieur de la magistrature on 24 October 2013.

J.-M. Sauvé, 'La sélection des juges de l'Union européenne : la pratique du comité de l'Article 255', speech at the conference 'Selecting Europe's Judges: A critical appraisal of appointment processes to the European courts', College of Europe in Bruges, 4 November 2013.

J.-M. Sauvé, 'Selecting EU's Judges: the practice', in *Selecting Europe's Judges: A critical appraisal of appointment processes to the European courts*, Oxford University Press, 2015.

J.-M. Sauvé, 'Les leçons du comité 255 au service d'une justice indépendante, impartiale et de qualité' in Urbanik, Jakub and Bodnar, Adam (Eds.), *Περιμένοντας τους Βαρβάρους. Law in a time of Constitutional Crisis. Studies offered to Mirosław Wyrzykowski*, C.H. Beck, Warszawa 2021, pp. 639-650.





COMITÉ 255

# SEVENTH ACTIVITY REPORT

of the panel provided for  
by Article 255  
of the Treaty on the Functioning  
of the European Union



Publications Office  
of the European Union