

Council of Bars and Law Societies of Europe The voice of European Lawyers

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CCBE response to the EC consultation on the cross-border protection of vulnerable adults

25/02/2022

Fields marked with * are mandatory.

Introduction

Due to the ageing of the European population, more and more adults are unable to protect their own interests owing to an impairment or insufficiency of their personal faculties. They are thus vulnerable and need legal protection. At the same time, people are increasingly mobile in the EU - they move and travel between Member States and own assets in an EU country other than the one in which they usually live. In cross-border cases, the rules vary across Member States as regards which court of which State has jurisdiction, which State's law applies, and what the conditions are for recognition of a foreign decision.

Because of the disparity in rules, vulnerable adults may experience serious delays and legal or practical barriers to having a protection measure or powers of representation recognised when they cross borders within the EU. In addition, due to the lack of common rules for cooperation and language barriers, competent authorities and courts may experience problems in cooperating with the authorities of another Member State when a vulnerable adult has moved or when information from another country is sought.

Currently, there is no EU legislation governing the cross-border legal protection of vulnerable adults. To date, the international convention governing the cases of vulnerable adults in cross-border situations, the 20 00 Adults Convention has only been ratified by 10 EU countries.

This survey aims at identifying and quantifying the problems that currently arise in cross-border situations involving vulnerable adults in the EU, and to collect views on potential solutions, including the potential adoption of a proposal on the cross-border protection of adults in the EU.

This survey does not prejudge any EU action or affect the EU's remit of its competences.

When answering this survey, please reply to the questions that are applicable to you or of which you or your organisation have experience.

Below you can find definitions that may help you to complete the survey:

- The 2000 Adults Convention

The 2000 Adults Convention was adopted on 13 January 2000 at the Hague Conference on Private International Law. The Convention deals with the cross-border protection of vulnerable adults in international cases. It lays down a comprehensive set of rules that determine which State the authorities have jurisdiction in to take protection measures and establish which law will be applied. It also ensures the recognition and enforcement of protection measures between the countries that have ratified the convention, and establishes and facilitates cooperation between the authorities of those countries.

- Cross-border case

Cases with cross-border implications are situations and/or judicial or administrative proceedings that are connected to two or more countries. A case with cross-border implications may arise when for instance:

- vulnerable adults or their representatives are in another country, or are nationals of a country other than the one of the courts or competent authorities to which the case is referred;
- powers of representation granted in one country need to be recognised in another country;
- vulnerable adults own assets or are involved in contractual arrangements or legal proceedings in a country other than the country in which they habitually live;
- vulnerable adults who benefit from protection measures taken in one country plan to move to another country, or their placement in an establishment or residential facility in another State is being considered.

- Vulnerable adult

According to Article 1(1) of the 2000 Adults Convention, vulnerable adults are **persons older than 18** years who, by reason of an impairment or insufficiency of their personal faculties, are not in a **position to protect their interests.** The vulnerability of the people concerned may result from various factors, including mental or physical impairments affecting the ability to make decisions or to assess the implications (e.g. the financial implications) of those decisions.

- Protective measures

Protective measures are measures aimed at protecting the person or property of the vulnerable adult. Such protective measures could be imposed on the basis of judicial decisions or the decision of a competent authority. Protective measures can also result from the operation of law. They include:

- the determination of incapacity and the institution of a protective regime;
- the placing of the adult under the protection of a judicial or administrative authority;
- guardianship, curatorship and similar, including the designation and functions of any person or body having charge of the adult's person or property or representing or assisting the adult (see below under powers of representation);
- the placement of the adult in an establishment or other place where protection can be provided;
- the administration, conservation or disposal of the adult's property;
- the authorisation of a specific intervention to protect the person or property of the adult.

- Powers of representation

Arrangements where adults organise protection in advance for a time when they might be unable to look after their own interests, such as appointing a representative. Powers of representation are also known as private mandates, and different names are used in the EU, such as 'lasting (or enduring) powers of attorney', 'mandats de protection future', 'Vorsorgevollmachten'.

About you

Bulgarian

Croatian

Czech

Danish

Dutch

English

Finnish

Estonian

*Language of my contribution

French German Greek Hungarian Irish Italian Latvian Lithuanian Maltese Polish Portuguese Romanian Slovak Slovenian Spanish Swedish *I am giving my contribution as Academic/research institution Business association Company/business organisation Consumer organisation EU citizen Environmental organisation

Non-governmental organisation (NGO)
Public authority
Trade union
Other
If you are a legal practitioner, please indicate where you work:
Judicial authority
Law firm
Notary's office
Other
Other
*First name
Council of Bars and Law Societies of Europe
*Surname
CCBE
*Email (this won't be published)
president@ccbe.eu
*Organisation name
255 character(s) maximum
Council of Bars and Law Societies of Europe (CCBE)
*Organisation size
Micro (1 to 9 employees)
Small (10 to 49 employees)
Medium (50 to 249 employees)
Large (250 or more)

Transparency register number

255 character(s) maximum

Non-EU citizen

Check if your organisation is on the <u>transparency register</u>. It's a voluntary database for organisations seeking to influence EU decision-making.

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Belize

Ghana

*Country of origin Please add your country of origin, or that of your organisation. Libya Afghanistan Djibouti Saint Martin Åland Islands **Dominica** Liechtenstein Saint Pierre and Miguelon Albania Dominican Lithuania Saint Vincent Republic and the Grenadines Algeria Luxemboura Ecuador Samoa American Samoa Egypt Macau San Marino Andorra El Salvador Madagascar São Tomé and Príncipe Equatorial Guinea Malawi Angola Saudi Arabia Anguilla Eritrea Malaysia Senegal Antarctica Estonia Maldives Serbia Mali Eswatini Antiqua and Seychelles Barbuda Argentina Ethiopia Sierra Leone Malta Armenia Falkland Islands Marshall Islands Singapore Aruba Faroe Islands Martinique Sint Maarten Fiii Mauritania Australia Slovakia Austria Finland Mauritius Slovenia Mayotte Azerbaijan France Solomon Islands French Guiana Mexico **Bahamas** Somalia French Polynesia Micronesia Bahrain South Africa French Southern Bangladesh Moldova South Georgia and Antarctic and the South Sandwich Lands Islands Gabon South Korea Barbados Monaco Belarus Georgia Mongolia South Sudan Germany Montenegro Belgium Spain

Montserrat

Sri Lanka

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0	Costa Rica		Kiribati		Qatar	0	Vatican City
	Côte d'Ivoire		Kosovo		Réunion		Venezuela
	Croatia		Kuwait		Romania		Vietnam
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	Congo						
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The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. Fo r the purpose of transparency, the type of respondent (for example, 'business association, 'consumer association', 'EU citizen') country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected

*Contribution publication privacy settings

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

Anonymous

Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

Public

Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

- I agree with the personal data protection provisions
- I. Current Situation and Problems relating to the protection of adults
- 1. Do you think that the differences between Member States as regards the rules applying to the protection of vulnerable adults in cross-border cases pose a problem?
 - Yes, it is a serious problem
 - Yes, it is a somewhat serious problem
 - Yes, but the problem is not serious
 - No, there is no such problem
 - I don't know
 - Other
- 2. Are you aware of any instance(s) where vulnerable adults faced problems in having their rights protected in another Member State?
 - Yes
 - O No
 - I don't know
 - Other
- 3. In instances where their rights were not adequately protected in another Member State, what were the types of problems encountered?

V	Language barriers
V	Difficulties in knowing which Member State's court or competent authority has jurisdiction
	Parallel proceedings in two different Member States
V	Difficulties in knowing which Member State's law should be applied
V	Difficulties in having a protection measure recognised by the authorities of a
	Member State (courts, notaries, social services, etc.)
V	Difficulties in having a protection measure accepted by private persons or
	companies (including banks, medical staff etc.)
V	Difficulties in having powers of representation recognised or accepted in another Member State
1	When establishing powers of representation, it is impossible to choose in
	advance which Member State's court or competent authorities will have jurisdiction
V	New legal proceedings are required after the vulnerable adult has moved to
	another Member State (e.g., need for a second medical assessment, or need
	for another protective measure)
7	Information on the legislation or the competent authorities of another Member
	State is not available, or not available in my language
V	Additional costs arose because of the cross-border proceedings
V	Costs arising in the cross-border proceedings are not covered by legal aid
	I don't know
	Other
4. A	re you aware of breaches of the fundamental rights of vulnerable adults
	have occurred in a cross-border case, in particular of the following
func	lamental rights:
V	Autonomy and right to make one's own choice
V	Legal capacity on an equal basis
V	Access to justice
V	Liberty of movement and nationality
V	Health
	I don't know
	Other

 5. In your opinion, how has the number of protective measures taken for vulnerable adults evolved over the past 5 years in your country? The number of protective measures has decreased The number of protective measures has increased The number of protective measures has remained more or less the same I don't know
 6. In your opinion, how has the number of powers of representation (private mandates) evolved over the past 5 years in your country? The number of powers of representation has decreased The number of powers of representation has increased The number of powers of representation has remained more or less the same I don't know
 7. In your opinion, how has the number of cross-border cases involving the protection of vulnerable adults evolved over the past 5 years in your country? The number of international cases has decreased The number of international cases has increased The number of international cases remained more or less the same I don't know
8. Are you aware of any instance where competent authorities (courts, notaries, other public bodies in charge of the protection of vulnerable adults) or lawyers have faced specific problems in a cross-border case involving the protection of adults? Output Outp
9. What are the main challenges encountered by the competent authorities (courts, notaries, other public bodies in charge of the protection of vulnerable adults) and lawyers face in your country in cross-border cases: Difficulties in accessing or understanding information on the substantial or

procedural law of another country

1

Uncertainty regarding the validity of legal documents

- Lack of digitalisation leading to, for instance, cumbersome paper requests or postal mail delays, or non-recognition of electronic documents
- Difficulties in identifying the correct point of contact/legal professionals in the other country
- Language barriers
- Legal aid does not cover part or all of the costs of the cross-border procedure
- I don't know / No reply
- Other

Please specify

500 character(s) maximum

The CCBE would like to point out that the determination of habitual residence is very difficult as there are a lot of elements to take into consideration (for example, what mental element is required to change the habitual residence). In addition, a further issue that the CCBE would like to raise is in regard to the situations where protective measures are in breach of public policy.

II. Possible EU action on the cross-border protection of vulnerable adults between Member States

A. Type of legislative act

- 10. In your opinion, would vulnerable adults be better protected in crossborder cases if the 2000 Adults Convention, which lays down common rules to resolve conflicts of jurisdiction, conflicts of laws and to organise judicial cooperation, were to be in force in all EU Member States?
 - Yes
 - O No
 - I don't know
- 11. The EU should adopt legislation to oblige Member States to ratify the 2000 Adults Convention in a limited timeframe: what do you think?
 - Fully agree
 - Somewhat agree
 - Neither agree nor disagree
 - Somewhat disagree
 - Fully disagree
 - I don't know

12. In your opinion, should the EU play any other role in facilitating the ratification of the 2000 Adults Convention by all Member States?

- ✓ Yes it should promote the 2000 Adults Convention, for example by organising high-level conferences or seminars
- ✓ Yes it should raise awareness of the problems faced by vulnerable adults in cross-border cases, through recommendations or promotion campaigns
- No, it should not play any other role
- Other role

Please specify

500 character(s) maximum

The CCBE would like to note that the EU has already been doing these additional roles in the past, and it is good that it is continued. However, it does not seem to be enough and has arguably been a limited success. The Commission owes a duty to do more in order to ensure that the fundamental rights of vulnerable adults are enforced.

13. The EU should adopt specific European legislation to facilitate cross-border protection of vulnerable adults: what do you think?

- Fully agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Fully disagree
- I don't know

14. In your opinion, should the EU play any other role in facilitating cross-border protection of adults (apart from the general ratification of the 2000 Adults Convention)?

- ✓ Yes it should promote cooperation on the matter between national authorities, for example through campaigns, judicial trainings or thematic meetings under the European Judicial Network in Civil and Commercial matters
- Yes it should issue guidance
- Yes it should raise citizens' awareness of the existing problems with crossborder protection of vulnerable adults
- lacktriangle No it should not play any other role
- Other role

B. Features of possible EU legislation

15. If the EU adopts legislation to more effectively protect vulnerable adults in cross-border cases, which option is most appropriate in your opinion?

- The EU instrument should regulate all issues that might arise in cross-border cases (jurisdiction, applicable law, recognition and enforcement, and cooperation between authorities)
- The EU instrument should only complement the 2000 Adults Convention by strengthening cooperation in specific matters (e.g., the abolition of exequatur; the digitalisation of cooperation)
- I don't know
- Other role

Please specify

500 character(s) maximum

The CCBE suggests that the EU should work with the existing Hague Convention in order to complement the 2000 Protection of Adult Convention, as well as update and address its weakness (such as with respect to powers of representation). In parallel, the EU should work on an EU regulation covering all the necessary aspects, and that includes an explanation regarding the articulation of the two instruments.

16. What would be the most appropriate procedure to facilitate the recognition and enforcement of a protective measure?

- The grounds for non-recognition of a protective measure should be limited as much as possible
- Exequatur should be abolished (protective measures enforceable in a Member State are enforced in another Member State under the same conditions as a protective measure taken in that Member State)
- Other

17. What would the most appropriate measure(s) be to accommodate the needs of vulnerable adults or their representatives in cross-border cases, in particular when they travel or manage assets in another Member State?

- The competent court or authority issues a multilingual certificate or extract accompanying the protective measure and reflecting its content
- ✓ Vulnerable adults or their representative can request a multilingual certificate
 of representation establishing the scope of the legal representation
- Information on the national laws and the competent authorities of all Member States is made available online in all EU languages

People involved in cross-border protection proceedings can refer the matter to
the competent authority (including central authorities) or courts directly by
completing a multilingual form online

- The provision of legal aid is facilitated in cross-border cases
- Other opinion

Please explain

1000 character(s) maximum

The CCBE understands that the cost aspect is very important and that it would be useful for people involved to be able to refer directly to the authorities and courts. However, the CCBE is concerned by the fact that the people involved will need to face by themselves then all the difficulties that lawyers face, which are often very complicated. For this reason, it may not be that helpful, and there is the concern that not all courts in every Member State may be able to deal with these matters.

18. Should it be made possible for individuals, when establishing powers of representation, to decide in advance which Member State's court will have jurisdiction?

- Yes
- O No
- I don't know
- Other

authorities or central authorities in cross-border cases involving the protection of vulnerable adults? 19. What would be the most appropriate measure(s) to facilitate cooperation between courts, competent

	1 - most appropriate	N	ω	4	Ŋ	თ	7	8	9	10 - least appropriate
Information on the substantive and procedural rules and the competent authorities of all Member States is made available online in all EU languages										
Persons involved in cross-border protection proceedings can refer the matter to the competent authority (including Central Authorities) or courts directly by completing a multilingual form online										
Multilingual standard forms are made available online to facilitate the cooperation between central authorities	Q									
Multilingual standard forms are made available online to facilitate direct communication between competent courts or authorities										
Access to national registries of protection measures is facilitated for the competent authorities										
National registries of protection measures are interconnected								<		
Competent courts or authorities can submit urgent requests for information (e.g. when urgent medical/financial decisions are required)										
Information on the languages and means of communication accepted in other Member State is made available online				<						
Communication between competent authorities is fully digitalised								<		
Other opinion										

C. Impact of possible EU legislation

20. In your opinion, to what extent would an EU initiative facilitating the cross-border protection of vulnerable adults impact the following:

	Very positive impact	Mildly positive impact	No impact	Negative impact	No answer
Vulnerable adults' fundamental rights, such as the right to self-determination, to free movement and access to justice	•	0	0	0	0
Vulnerable adults' welfare, including their financial, emotional and psychological wellbeing	•	0	0	0	0
Legal certainty for vulnerable adults, their relatives and their representative	•	0	0	0	0
Legal certainty for people making arrangements to organise their future protection for the time when they will not be able to protect their interests (powers of representation)	•	0	0	0	0
Legal certainty for national courts and competent authorities and simplification of their procedures in cross-border cases	•	0	0	0	0
Costs, time and burden for vulnerable adults in cross-border legal proceedings	•	0	0	0	0
Costs, time and burden for national judicial systems in relation to court proceedings on the protection of vulnerable adults in cross-border cases	•	0	0	0	•
Costs, time and burden for competent authorities (notaries, public bodies) when dealing with cross-border cases involving the protection of vulnerable adults	•	0	0	0	0

Please add here any other impact you consider relevant:

1000 characte	er(s) maximum			
Other				

21. Please provide here any comment or additional information you would like to share on the cross-border protection of vulnerable adults in the European Union.

5000 character(s) maximum

Please feel free to share views on specific aspects of the initiative and/or references to relevant research.

The CCBE would like to stress that if it is a family matter, then reinforced cooperation could be a possibility. However, if it is not a family matter, then unanimity (Article 81(3) TFEU) is not statutory. Accordingly, particular attention will need to be given to the legal basis of the regulation, to make sure there will not be future challenges. In regard to cooperation, the CCBE suggests that networks such as the Hague Judges Network should be used for greater efficiency.

Moreover, the CCBE would like to highlight that its position reflects the UN Convention on the Rights of Persons with Disabilities and wishes to reiterate that any EU initiative/potential regulation should work together with the Hague Convention and reinforce it.

Thank you very much for responding to this survey.

For any questions, please send an email to JUST-A1-civil-justice@ec.europa.eu with 'Public consultation on the cross-border protection of vulnerable adults in the European Union' in the subject line.

Contact

just-a1-civil-justice@ec.europa.eu