Quarterly update on Legislation and Jurisprudence on EU Migration and Borders Law

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Welcome to the 1st edition in 2012 of NEMIS, a newsletter designed for judges who need to keep up to date on EU developments in migration and borders law. This newsletter contains all European legislation and jurisprudence on access and residence rights of third country nationals, as well as relevant national judgments on the interpretation of this legislation. NEMIS does not include jurisprudence on free movement issues. Furthermore, asylum issues are also excluded.

In order to maintain overview, every subsequent issue of NEMIS includes all references present in the previous newsletter. Thus, no references will be lacking. Please bear in mind that all references are presented in a decreasing chronological order, i.e. any new reference will be put on top of the list under its corresponding header. The indication ‘New’ is put beside it in order to facilitate easy recognition.

European Citizenship
Previous issues of NEMIS contained references to the Zambrano and McCarthy judgments. Although both cases are extremely relevant within the context of European Law and European Citizenship, we came to the conclusion that both cases are in fact not about European migration issues. For that reason, you will not find these references in this issue. However, if you would like to reread these references or any other previous issue of NEMIS you may do so by visiting our website at: <http://cmr.jur.ru.nl/nemis>.

Asylum
When we started NEMIS we were convinced that NEMIS should give a clear overview of the developments on European Migration Issues and that we should not include any references to asylum. The responses we received from judges so far acknowledge these starting points. There is, however, an increasing demand for relevant, concise and up-to-date information on questions regarding asylum in European context. Therefore, we have decided to produce a new newsletter that will cover these issues, called: NEAIS. Newsletter on European Asylum Issues - for judges. We expect to send you the first issue of NEAIS along with the next issue of NEMIS.

Input from judges
The more national jurisprudence the editors receive from judges, the more relevant this newsletter will become. You are therefore more than welcome to provide us with your judgments, providing a relevant interpretation on the legal instruments NEMIS informs you about, or in which a request for a preliminary ruling on their interpretation is formulated.

Nijmegen, 26 January 2012, Carolus Grütters & Tineke Strik
1 Legal Migration

1.1 Legal Migration: Adopted Measures

(Unless stated otherwise, UK, DK & IRL opted out)

**New**

**Directive 2011/98**

Single Application Procedure: for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State

- OJ 2011 L 343/1
- Impl. date 25 Dec. 2013

**Directive 2011/51**

Long-Term Resident status for refugees and persons with subsidiary protection

- OJ 2011 L 132/1
- Impl. date 20 May 2013
- This Directive replaces Dir. 2003/109

**Regulation 1231/2010**

Social Security for EU Citizens and Third-Country Nationals who move within the EU

- OJ 2010 L 344/1
- Impl. date 1 Jan. 2011
- Extending Reg. 883/2004 on Social Security

**Directive 2009/50**

Blue Card directive: on conditions of entry and residence of third-country nationals for the purposes of highly qualified employment

- OJ 2009 L 155/17
- Impl. date 19 June 2011

**Decision 435/2007**

Establishing European Integration Fund

- OJ 2007 L 168/18

**Decision 688/2006**

Asylum and Immigration Information Exchange

- OJ 2006 L 283/40

**Recommendation 2005/762**

Admission of Researchers

- OJ 2005 L 289/26

**Directive 2005/71**

Admission of Researchers

- OJ 2005 L 289/15
- Impl. date 12 Oct. 2007
- CJEU C-523/08 Commission v Spain [2010]

**Directive 2004/114**

Admission of Third-Country students, pupils, trainees & volunteers

- OJ 2004 L 375/12
- Impl. date 12 Jan. 2007
- CJEU C-568/10 Commission vs Austria [withdrawn]
- CJEU C-15/11 Sommer [pending]
**Directive 2003/109**

*Long-Term Residents*
- OJ 2004 L 16/44
- impl. date 23 Jan. 2006
- This Directive has been replaced by Dir. 2011/51
  - CJEU C-571/10 Servet [pending]
  - CJEU C-508/10 Commission vs Netherlands [pending]
  - CJEU C-502/10 Singh [pending]

**Directive 2003/86**

*Family Reunification*
- OJ 2003 L 251/12
- impl. date Oct. 2005
  - CJEU C-155/11 Imran [No adjudication]
  - CJEU C-578/08 Chakroun [2010]
  - CJEU C-540/03 EP v Council [2006]

**Regulation 859/2003**

*Third-Country Nationals’ Social Security*
- OJ 2003 L 124/1
  - CJEU C-247/09 Xhymshiti [2010]
  - UK, IRL opt in

**Regulation 1030/2002**

*Residence Permit Format*
- OJ 2002 L 157/1
  - amended by Reg. 330/2008 (OJ 2008 L 115/1)
  - UK opt in

1.2 Legal Migration: Proposed Measures

(Unless stated otherwise, UK, DK & IRL opted out)

**Directive**

*Admission of Seasonal Workers*
- COM (2010) 379, 13 July 2010
  - Council working party began discussions, Sept. 2010

**Directive**

*Admission of Intra-Corporate Transferees*
- COM (2010) 378, 13 July 2010
  - Council working party began discussions, Sept. 2010

1.3 Legal Migration: Jurisprudence

**CJEU Judgments on Legal Migration**

- CJEU C-568/10 *Commission vs Austria* (withdrawn)
- incor. appl. of Dir. 2004/114 on *Admission of students* Art. 17(1)
- Austrian law systematically denies TCN students access to the labour market. They are issued a work permit for a vacant position only if a check has been previously carried out as to whether the position cannot be filled by a person registered as unemployed.
CJEU C-155/11 Imran [10 June 2011] (No adjudication)
* interpr. of Dir. 2003/86 on Family Reunification Art. 7(2)
* ref. from 'Rechtbank 's Gravenhage (zp) Zwolle' (Netherlands) 31-03-2011
* The Dutch court requested a preliminary ruling on the question whether art. 7(2) allows a Member State to refuse entry and residence to a family member of a TCN lawfully residing in that Member State, exclusively on the ground that this family member has not passed the (national) civic integration examination abroad.
  The Commission took the position that this article does not allow Member States to deny a family member as meant in Art. 4(1)(a) of a lawfully residing TCN entry and admission on the sole ground of not having passed a civic integration examination abroad.
  See: http://cmr.jur.ru.nl/nemis/Imran.EU.pdf
  However, as a residence permit was granted just before the hearing would take place, the Court decided it was not necessary to give a ruling.

CJEU C-247/09 Xhymshiti [18 Nov. 2010]
* interpr. of Reg. 859/2003 on Third-Country Nationals’ Social Security
* ref. from 'Finanzgericht Baden-Württemberg' (Germany)

CJEU C-578/08 Chakroun [4 Mar. 2010]
* interpr. of Dir. 2003/86 on Family Reunification Art. 7(1)(c) and 2(d)
* ref. from 'Raad van State' (Netherlands)
* The concept of family reunification allows no distinction based on the time of marriage.
  Furthermore, Member States may not require an income as a condition for family reunification, which is higher than the national minimum wage level. Admission conditions allowed by the directive, serve as indicators, but should not be applied rigidly, i.e. all individual circumstances should be taken into account.

CJEU C-523/08 Commission v Spain [11 Feb. 2010]
* non-transp. of Dir. 2005/71 on Admission of Researchers

CJEU C-540/03 EP v Council [27 June 2006]
* interpr. of Dir. 2003/86 on Family Reunification Art. 8
* The derogation clauses (3 years waiting period and the age-limits for children) are not annulled, as they do not constitute a violation of article 8 ECHR. However, while applying these clauses and the directive as a whole, Member States are bound by the fundamental rights (including the rights of the child), the purpose of the directive and obligation to take all individual interests into account.

CJEU pending cases on Legal Migration

CJEU C-15/11 Sommer
* interpr. of Dir. 2004/114 on Admission of students Art. 17(3)
* ref. from 'Verwaltungsgerichtshof' (Austria)
* Is it contrary to European Union law, that a permit (for students) to work is dependent on a fixed maximum number of foreign workers?

CJEU C-571/10 Servet (Opinion: 13-12-2011)
* interpr. of Dir. 2003/109 on Long-Term Residents
* ref. from 'Tribunale di Bolzano' (Italy)
* Is it contrary to European Union law, to make a distinction on the basis of ethnicity or linguistic groups in order to be eligible for housing benefit? The A.G. concludes in his opinion that EU Law precludes such a distinction between nationals and TCNs.
FEE incor. appl. of Dir. 2003/109 on Long-Term Residents

Charging €201 to 830 for the processing of an application for LTR status is disproportionate if compared with the sum of EUR 30 which EU citizens are required to pay for a residence permit. Such a procedure cannot be regarded as 'fair'. Such high charges can be 'a means of hindering the exercise of the right of residence' within the meaning of recital 10 in the preamble to the directive, and thus have a deterrent effect on TCN.

FEE interpr. of Dir. 2003/109 on Long-Term Residents

Is the concept of a formally limited residence permit within the meaning of the Directive to be interpreted as including a fixed-period residence permit which, under Netherlands law, does not offer any prospect of a residence permit of indefinite duration, even if, under Netherlands law, the period of validity of the fixed-period residence permit can in principle be extended indefinitely and also if a particular group of people, such as spiritual leaders and religious teachers, are thereby excluded from the application of the Directive?

National Judgments on Legal Migration

New

* interpr. of Dir. 2003/86 Family Reunification
* appeal from Berlin-Brandenburg Higher Administrative Court, 25 Mar. 2010
* Regarding the position of the European Commission taken in the case Imran (see CJEU 155/11 in the previous section) that a certain language level as a condition for admission is not in compliance with the directive, a preliminary ruling of the Court of Justice should have been requested. Although this judgment has only financial consequences, the German Court has distanced itself from its previous judgment of 30 March 2010 (BVerwG 1 C 8.09) that the language requirement was in compliance with the Family Reunification Directive.

New

* interpr. of Art. 8 ECHR
* These two cases concern the application of Rule 277 of the Immigration Rules (HC 395) under which the spouse or civil partner of a British national or someone settled in the UK is prevented from entering and settling in the UK if either party is under the age of 21. A parallel rule applies to fiancés and unmarried or same-sex partners. Although it was clear that the marriage was not a forced marriage, the applicants had to leave the UK in order to have a family life. The Supreme Court held that the rule was “rationally connected to the objective of deterring forced marriages (…) but the number of forced marriages which it deters is highly debatable. What seems clear is that the number of unforced marriages which it obstructs from their intended development for up to three years vastly exceeds the number of forced marriages which it deters”.
* The Court concluded that the Secretary of State had failed to establish that the interference with the rights of the respondents under Article 8, which protects the right to private life, that had been caused by the rule was justified.
This case is about the (high) amount charged for legal dues related to a residence permit in the context of Family Reunification. Although the Dutch court recognises that the Family Reunification Directive, does not contain any reference to legal dues as such, the court points out that paragraph 13 of the Preamble of the Directive indicates that any legal dues should be fair. Subsequently, the Dutch court stated that the Dutch government has given insufficient grounds for the (high) amount charged for legal dues in this Family Reunification case.

This case is about the (high) amount charged for legal dues related to a residence permit in the context of Family Reunification. The Dutch court considers the outcome of pending case C-508/10 on (high) legal dues in the context of LTR relevant in this case. Particularly, because the European Commission has taken the position (in that pending case) that the Dutch procedure cannot be regarded as 'fair' if the difference in legal dues between EU-citizens and third country nationals is considered.

The Supreme Court had to decide what the UK’s obligation to respect the best interests of the child means in the context of British national children of a foreign mother who is subject to a deportation decision. The SC finds that the children’s interest to live in their country of nationality, at least in this case, outweighs the public interest in the deportation of the mother. The SC does not refer to EU law but finds that expulsion can be contrary to the UN Convention on the Rights of the Child.

A Frenchman lawfully residing as a 'jobseeker' in Germany was entitled to social assistance benefit (Arbeitslosengeld: similar to CJEU C-22/08 Vatsouras) during the period he retained his right as a worker on the basis of art. 7(3)(c) of the Dir. on Free Movement. The question in this case was whether he was still entitled to this benefit after these 6 months as German citizens are. Such a limitation for non-nationals is an implementation of art. 24(2) of the Dir. on Free Movement. However, the German Court decided that the European Convention on Social and Medical Assistance [1953] does not allow such a limitation.

A refusal to adjourn proceedings before the Tribunal may have similar consequence as a decision to remove an applicant in the process of seeking a contact order: a violation of art. 8 ECHR.
Germany: BVerwG 1 C 8.09 [30 Mar. 2010]
* interpr. of Dir. 2003/86 Family Reunification
* Art. 7(2)
* Art. 8 ECHR
* appeal from Berlin Administrative Court, 17 Feb. 2009, VG 35 V 47.08
* This decision is about the validity of integration measures of family members before arrival in the host Member State. (This case involved an illiterate applicant.) See also BVerG 1 C 9.10.

ECtHR Judgments on Legal Migration

New

  * interpr. of ECHR Art. 8 and 13
  * The applicant did not have effective access to the administrative procedure by which he might, subject to fulfilling the conditions prescribed by domestic law, obtain a residence permit which would allow him to reside lawfully with his family in the Netherlands, due to the disproportion between the administrative charge in issue and the actual income of the applicant’s family. The Court finds that the extremely formalistic attitude of the Minister – which, endorsed by the Regional Court, also deprived the applicant of access to the competent administrative tribunal – unjustifiably hindered the applicant’s use of an otherwise effective domestic remedy. There has therefore been a violation of Article 13 of the Convention

New

* Appl. No. 38058/09 Osman [14 June 2011]
  * violation of ECHR Art. 8
  * The Court concluded that the denial of admission of a 17 years old Somali girl to Denmark, where she had lived from the age of seven until the age of fifteen, violated Article 8. For a settled migrant who has lawfully spent all of the major part of his or her childhood and youth in a host country, very serious reasons are required to justify expulsion’. The Danish Government had argued that the refusal was justified because the applicant had been taken out of the country by her father, with her mother’s permission, in exercise of their rights of parental responsibility. The Court agreed ‘that the exercise of parental rights constitutes a fundamental element of family life’, but concluded that ‘in respecting parental rights, the authorities cannot ignore the child’s interest including its own right to respect for private and family life’.

* Appl. No. 55597/09 Nunez [28 June 2011]
  * violation of ECHR Art. 8
  * Although Ms Nunez was deported from Norway in 1996 with a two-year ban on her re-entry into Norway, she returned to Norway, got married and had two daughters born in 2002 and 2003. It takes until 2005 for the Norwegian authorities to revoke her permits and to decide that mrs Nunez should be expelled.
  * The Court rules that the authorities had not struck a fair balance between the public interest in ensuring effective immigration control and Ms Nunez’s need to remain in Norway in order to continue to have contact with her children.

  * violation of ECHR Art. 8
  * The applicant alleged, in particular, that his deportation to Nigeria would violate his right to respect for his family and private life and would deprive him of the right to education by terminating his university studies in the United Kingdom.

* Appl. No. 34848/07 O’Donoghue and others v UK [14 Dec. 2010]
  * violation of ECHR Art. 9, 12 and 14
  * Judgment of Fourth Section
  * The UK Certificate of Approval required foreigners, except those wishing to marry in the Church of England, to pay large fees to obtain the permission from the Home Office to marry. The Court found that the conditions violated the right to marry (Article 12 of the Convention), that it was discriminatory in its application (Article 14 of the Convention) and that it was discriminatory on the ground of religion (Articles 9 and 14 of the Convention).
2 Borders and Visas

2.1 Borders and Visas: Adopted Measures

(Unless stated otherwise, UK, DK & IRL opted out)

New Decision 1105/2011
Travel documents
* OJ 2011 L 287/9

New Regulation 1077/2011
Establishing agency to manage VIS, SIS & Eurodac
* OJ 2011 L 286/1

Regulation 265/2010
Long-Stay Visas Code
* OJ 2010 L 85/1 (appl. 5 April 2010)
* appl. 5 April 2010

Regulation 810/2009
Visa Code
* OJ 2009 L 243/1 (appl. 5 April 2010)
* appl. 5 April 2010

Regulation 767/2008
Establishing Visa Information System
* OJ 2008 L 218/60
* Third-pillar VIS Decision (OJ 2008 L 218/129)

Decision 586/2008
Transit through Switzerland
* OJ 2008 L 162/27

Decision 582/2008
Transit through Romania and Bulgaria
* OJ 2008 L 161/30

Decision 574/2007
Establishing European Borders Fund
* OJ 2007 L 144

Regulation 1931/2006
Local Border Traffic
Local border traffic within enlarged EU at external borders of EU
* OJ 2006 L 405/1


Decision 896/2006
Transit through new Member States, Switzerland
* OJ 2006 L 167
* impl. date see: OJ 2006 C 251/20
☞ CJEU C-139/08 Kqiku [2009]
**Regulation 562/2006**
*Borders Code*
- OJ 2006 L 105/1
- amended by Reg. 296/2008 (OJ 2008 L 97/60)
  amended by Reg. 81/2009 (OJ 2009 L 35/56)
  *Regarding the use of the VIS*
  - CJEU C-430/10 Gaydarov [2011]
  - CJEU C-188/10 & C-189/10 Melki/Abdeli [2010]
  - CJEU C-261/08 & C-348/08 Garcia/Cabrera [2000]
  - CJEU C-606/10 ANAFE [pending]
  - CJEU C-355/10 EP v Council [pending]

**Recommendation 2005/761**
*Visa Issuing for Researchers*
- OJ 2005 L 289/23

**Regulation 2252/2004**
*Biometric Passports*
- OJ 2004 L 385/1
- amended by Reg. 444/2009 (OJ 2009 L 142/1)
  *Biometric Passports*

**Regulation 2007/2004**
*Establishing External Borders Agency*
- OJ 2004 L 349/1
  *Border guard teams*

**Decision 512/2004**
*Establishing Visa Information System (VIS)*
- OJ 2004 L 213/5

**Regulation 694/2003**
*Format for FTD and FRTD*
- OJ 2003 L 99/15

**Regulation 693/2003**
*FTD and FRTD*
- OJ 2003 L 99/8

**Regulation 333/2002**
*Visa stickers for persons coming from unrecognised entities*
- OJ 2002 L 53/4
  - UK opt in
Regulation 539/2001
Establishing Visa List
- OJ 2001 L 81/1
- amended by Reg. 2414/2001 (OJ 2001 L 327/1)
  Moving Romania to ‘white list’
  Moving Ecuador to ‘black list’
  On reciprocity for visas
- amended by Reg. 1244/2009 (OJ 2009 L 336/1)
  Lifting visa req. for some Western Balkan countries
- amended by Reg. 1091/2010 (OJ 2010 L 329/1)
  Lifting visa req. for Albania and Bosnia; in force 5 April 2010
- amended by Reg. 1211/2010 (OJ 2010 L 339/6)
  Lifting visa req. for Taiwan

Regulation 1683/95
Common Visa Format
- OJ 1995 L 164/1
- amended by Reg. 856/2008 (OJ 2008 L 235/1)

2.2 Borders and Visas: Proposed Measures
(Unless stated otherwise, UK, DK & IRL opted out)

New Regulation amending Regulation
Schengen Borders Code
- discussions underway in Council and EP

New Regulation amending Regulation
Visa Code
- Com (2011) 516, 30 Aug. 2011
- agreed between Council and EP

Regulation amending visa list
- COM (2011) 290, May 2011
- discussions underway in EP

New Regulation amending Schengen Borders Code
- discussions underway in Council

Regulation
Schengen evaluation
- discussions underway in Council

EP adopted negotiation mandate, Nov 2011

Regulation
Codifying Regulations establishing EU visa list
- discussion terminated in Council working group
2.3 Borders and Visas: Jurisprudence

CJEU Judgments - annulment actions on Borders and Visas

- CJEU C-482/08 **UK v Council** [26 Oct. 2010]
  - annulment of decision on police access to VIS, due to UK non-participation
  - judgment against UK

- CJEU C-77/05 & C-137/05 **UK v Council** [18 Dec. 2007]
  - validity of Border Agency Regulation and passport Regulation
  - judgment against UK

- CJEU C-257/01 **Commission v Council** [18 Jan. 2005]
  - challenge to Regs. 789/2001 and 790/2001
  - upholding validity of Regs.

CJEU Judgments - national court references on Borders and Visas

- CJEU C-430/10 **Gaydarov** [17 Nov. 2011]
  - interpr. of Reg. 562/2006 on **Borders Code**
  - ref. from 'Administrativen sad Sofia-grad' (Bulgaria)
  - Reg. does not preclude national legislation that permits the restriction of the right of a national of a MS to travel to another MS in particular on the ground that he has been convicted of a criminal offence of narcotic drug trafficking in another State, provided that (i) the personal conduct of that national constitutes a genuine, present and sufficiently serious threat affecting one of the fundamental interests of society, (ii) the restrictive measure envisaged is appropriate to ensure the achievement of the objective it pursues and does not go beyond what is necessary to attain it and (iii) that measure is subject to effective judicial review permitting a determination of its legality as regards matters of fact and law in the light of the requirements of European Union law.

- CJEU C-188/10 & C-189/10 **Melki/Abdeli** [22 June 2010]
  - interpr. of Reg. 562/2006 on **Borders Code** Art. 20 and 21
  - consistency of national law and European Union law, abolition of border control and the area of 20 kilometres from the land border
  - ref. from 'Cour de Cassation' (France)
  - The French 'stop and search' law, which allowed for controls behind the internal border, is in violation of article 20 and 21 of the Borders code, due to the lack of requirement of "behaviour and of specific circumstances giving rise to a risk of breach of public order". According to the Court, controls may not have an effect equivalent to border checks.

- CJEU C-261/08 & C-348/08 **Garcia/Cabrera** [22 Oct. 2000]
  - interpr. of Reg. 562/2006 on **Borders Code** Art. 5, 11 and 13
  - Member States are not obliged to expel a third-country national who is unlawfully present on the territory of a Member State because the conditions of duration of stay are not or no longer fulfilled
  - ref. from 'Tribunal Superior de Justicia de Murcia' (Spain)

- CJEU C-139/08 **Kqiku** [2 Apr. 2009]
  - interpr. of Dec. 896/2006 on Transit **Transit through new Member States, Switzerland** Art. 1 and 2
  - on transit visa legislation for third-country nationals subject to a visa requirement
  - ref. from 'Oberlandesgericht Karlsruhe' (Germany)

- CJEU C-241/05 **Bot** [4 Oct. 2006]
  - interpr. of Schengen Art. 20(1)
  - on the conditions of movement of third-country nationals not subject to a visa requirement; on the meaning of ‘first entry’ and successive stays
  - ref. from 'Conseil d’Etat' (France)
CJEU pending cases on Borders and Visas

- CJEU C-254/11 *Shomodi*
  - interpr. of Reg. 1931/2006 on Local border traffic Art. 2(a) and 3(3)
  - ref. from 'Supreme Court' (Hungary)
  - On the meaning of “uninterrupted” stay and the method of counting in relation to the term of 3 months in art 5.

- CJEU C-606/10 *ANAFE*
  - interpr. of Reg. 562/2006 on Borders Code Art. 13 and 5(4)(a)
  - annulment of national legislation on visa
  - ref. from 'Ass. Nat.d’Ass. aux Frontières pour les Etrangers' (France)
  - *Is it allowed to issue temporary permits that prohibits entry into other Member States? Opinion of A.G.: Yes (29 Nov. 2011)*

- CJEU C-355/10 *EP v Council*
  - interpr. of Reg. 562/2006 on Borders Code Art. 12(5)
  - annulment of measure implementing Borders Code

National Judgments on Borders and Visas

  - interpr. of Reg. 810/2009 Visa Code
  - Art. 6 ECHR
  - appeal from Berlin-Brandenburg Higher Administrative Court, 18 Dec. 2009
  - A Moroccan national seeks a Schengen visa to visit her two minor children living with her father in Germany. The visa is denied, primarily based on the assumption that there is no specific credible prospect of return. Although the court states that the child’s personal contact and continuity of emotional bonds with both parents serve as a general rule toward developing the child’s personality, the court does not find the denial of the visa disproportionate because the maintenance of family ties can be realised through other means and visits outside Germany.

3 Irregular Migration

3.1 Irregular Migration: Adopted Measures

*New*

**Directive replacing Framework Dec.**

* Trafficking persons
  - OJ 2011 L 101/1
  - impl. date deadline 6 april 2013
  - The EU’s next focus in this area is the implementation of the new anti-trafficking Directive, which the UK intends to participate fully in.

**Regulation amending Regulation**

* Immigration liaison officers
  - OJ 2011 L 141/13
  - applies from 16 June 2011

**Directive 2009/52**

* Sanctions for employers of irregular migrants
  - OJ 2009 L 168/24
  - impl. date 20 July 2011
Directive 2008/115

Return Directive
* OJ 2008 L 348/98
* impl. date 24 Dec. 2010

CJEU C-329/11 Achughbabian [2011]
CJEU C-144/11 Abdallah [inadmissible]
CJEU C-120/11 Kwadwo [removed]
CJEU C-169/11 Conteh [removed]
CJEU C-43/11 Samb [removed]
CJEU C-140/11 Ngagne [removed]
CJEU C-50/11 Emegor [removed]
CJEU C-94/11 Godwin [removed]
CJEU C-60/11 Mrad [removed]
CJEU C-61/11 El Dredi [2011]
CJEU C-357/09 Kadzoev [2009]
CJEU C-534/11 Arslan [pending]
CJEU C-522/11 Mbaye [pending]
CJEU C-430/11 Sagor [pending]

Decision

European Return Programme
* OJ 2007 L 144

Regulation 1988/2006
SIS II, amending Reg. 2424/2001
* OJ 2006 L 411/1

Regulation 1987/2006
Establishing SIS II
* OJ 2006 L 381/4

Decision

Early warning system
* OJ 2005 L 83/48

Decision

Joint flights for expulsion
* OJ 2004 L 261/28

Directive 2004/82
Transmission of passenger data
* OJ 2004 L 261/64

Regulation 871/2004
New functionalities for SIS
* OJ 2004 L 162/29

Directive 2004/81
Res. permits for trafficking victims
* OJ 2004 L 261/19
CJEU C-266/08 Commission v Spain [2009]

Decision

Costs of expulsion
* OJ 2004 L 60/55
Regulation 377/2004  
**ILO network**  
* OJ 2004 L 64/1  
UK opt in

Regulation 378/2004  
**Procedure for amendments to Sirene manual**  
* OJ 2004 L 64  
UK opt in

Conclusions  
**Transit via land for expulsion**  
* adopted 22 Dec. 2003 by Council  
UK opt in

Directive 2003/110  
**Assistance with transit for expulsion by air**  
* OJ 2003 L 321/26

Directive & Framework Decision  
**Facilitation of illegal entry and residence**  
* OJ 2002 L 328  
UK opt in

Framework Decision  
**Trafficking in persons**  
* OJ 2002 L 203/1  
UK opt in

Decision 886/JHA/2001  
**Funding SIS II**  
* OJ 2001 L 328/1  
UK opt in

Regulation 2424/2001  
**Funding SIS II**  
* OJ 2001 L 328/4  
UK opt in

Directive 2001/51  
**Carrier sanctions**  
* OJ 2001 L 187/45  
* impl. date 11 Feb. 2003  
UK opt in

Directive 2001/40  
**Mutual recognition of expulsion decisions**  
* OJ 2001 L 149/34  
* impl. date 2 Oct. 2002  
UK opt in

3.2 **Irregular Migration: Proposed Measures**  
(Unless stated otherwise, UK, DK & IRL opted out)

* nothing to report
3.3 Irregular Migration: Jurisprudence

CJEU Judgments on Irregular Migration

* New

- CJEU C-329/11 Achughbabian [6 Dec. 2011]
  - interpr. of Dir. 2008/115 on Return Directive
  - ref. from 'Court d’Appel de Paris' (France)
  - The directive precludes national legislation permitting the imprisonment of an illegally staying third-country national who has not (yet) been subject to the coercive measures provided for in the directive and has not, if detained with a view to be returned, reached the expiry of the maximum duration of that detention. The directive does not preclude penal sanctions being imposed after full application of the return procedure established by that directive.

- CJEU C-144/11 Abdallah [8 Sep. 2011] (inadmissable)
  - interpr. of Dir. 2008/115 on Return Directive
  - ref. from 'Giudice di pace di Mestre ' (Italy)
  - Whether a provision of national law, which categorises as a crime the mere act of entering, or of remaining in, the national territory, in breach of the provisions laid down in relation to immigration where the person who so enters or remains is a citizen of a third country.

- CJEU C-120/11 Kwadwo [13 July 2011] (removed)
  - interpr. of Dir. 2008/115 on Return Directive Art. 15 and 16
  - ref. from 'Tribunale di Santa Maria Capua Vetere' (Italy)
  - Whether an illegally staying foreign national who has simply failed to comply with the deportation order and the removal order issued by the administrative authorities from incurring criminal liability and being sentenced to a term of imprisonment of up to four years if he fails to comply with the first removal order and up to five years if he fails to comply with subsequent orders issued by the Questore.

- CJEU C-169/11 Conteh [7 July 2011] (removed)
  - interpr. of Dir. 2008/115 on Return Directive Art. 15 and 16
  - ref. from 'Tribunale di Frosinone' (Italy)
  - Whether a Member State can apply to an illegally staying TCN who does not cooperate in the administrative return procedure measures involving deprivation of liberty, on the basis of measures which are other than detention measures and as defined by national law, without the pre-conditions and safeguards laid down in Art. 15 and 16, on grounds of failure to comply with a removal order.

- CJEU C-43/11 Samb [6 July 2011] (removed)
  - interpr. of Dir. 2008/115 on Return Directive Art. 15 and 16
  - ref. from 'Tribunale Ordinario Di Milano' (Italy)
  - On the relation between a removal order, (non-) cooperation with deportation, and imprisonment because of illegal stay.

- CJEU C-140/11 Ngagne [29 June 2011] (removed)
  - interpr. of Dir. 2008/115 on Return Directive Art. 15
  - Whether a Member State can order a non-national who is unlawfully present on its territory to depart from that territory when it is not possible to proceed by means of deportation, whether immediate or following detention, thereby reversing the priorities and the order of procedure laid down in those provisions.

- CJEU C-50/11 Emegor [21 June 2011] (removed)
  - interpr. of Dir. 2008/115 on Return Directive Art. 15 and 16
  - ref. from 'Tribunale di Ivrea' (Italy)
  - On the relation between a removal order, (non-) cooperation with deportation, and imprisonment because of illegal stay.
Whether the conduct of a third-country national illegally staying in a Member State may be categorised as punishable under criminal law - simply on account of his lack of cooperation in the deportation procedure, in particular his mere failure to comply with a removal order issued by the administrative authorities - by a sentence of imprisonment of up to four years for failure to comply with the initial order issued by the Questore and a term of imprisonment of up to five years for failure to comply with subsequent orders.

On the relation between a removal order, (non-) cooperation with deportation, and imprisonment because of illegal stay

The Return Directive precludes that a Member State has legislation which provides for a sentence of imprisonment to be imposed on an illegally staying TCN on the sole ground that he remains, without valid grounds, on the territory of that State, contrary to an order to leave that territory within a given period.

The maximum duration of detention must include a period of detention completed in connection with a removal procedure commenced before the rules in the directive become applicable. Only a real prospect that removal can be carried out successfully, having regard to the periods laid down in Article 15(5) and (6), corresponds to a reasonable prospect of removal, and that that reasonable prospect does not exist where it appears unlikely that the person concerned will be admitted to a third country, having regard to those periods.

On detention of migrants

Does the Community directive on the return of third-country nationals preclude criminal sanctions where a foreign national is merely unlawfully present on national territory, regardless of whether the administrative return procedure provided for by the national legislation and by the directive itself has been completed?
New

- CJEU C-430/11 *Sagor*
  * interpr. of Dir. 2008/115 on *Return Directive* Art. 2, 15 and 16
  * ref. from 'Tribunale di Adria' (Italy)
  * Does the principle of sincere cooperation established in Article 4(3) TEU preclude national rules adopted during the period prescribed for transposition of a directive in order to circumvent or, in any event, limit the scope of the directive, and what measures must the national court adopt in the event that it concludes that there was such an objective?

ECtHR Judgments on Irregular Migration

- Appl. No. 10816/10 *Lokpo & Touré* [20 Sep. 2011]
  * Art. 5(1)
  * Violation of Art. 5(1) ECHR
  * The applicants entered Hungary illegally. After their arrest and during subsequent detention they applied for asylum. They were kept however in detention.
  The Court ruled that Article 5 § 1 (right to liberty and security) was violated, stating that the absence of elaborate reasoning for an applicant’s deprivation of liberty renders that measure incompatible with the requirement of lawfulness.

4 External Treaties

4.1 External Treaties: Association Agreements

**EC-Turkey Association Agreement**

- into force 23 Dec. 1963
  Additional Protocol into force 1 Jan. 1973

4.2 External Treaties: Readmission

(Unless stated otherwise, UK, DK & IRL opted out)

New

**Armenia, Azerbaijan**

- mandate granted, Dec. 2011

**Russia, Ukraine, Moldova**

- Council to approve mandate to renegotiate, Apr. 2011

**Belarus**

- negotiation mandate approved by Council, Feb. 2011

**Morocco, Algeria, Turkey and China**

- negotiations approved, 2010
  agreed with Turkey, Jan. 2011

**Georgia**

- OJ 2011 L 52/47 (into force 1 March 2011)
- into force 1 March 2011

**Pakistan**

- into force 1 Dec. 2010
Ukraine, Serbia, Montenegro, Bosnia, Macedonia and Moldova

Russia
- OJ 2007 L 129 (into force 1 June 2007 (TCN: June 2010))
- into force 1 June 2007 (TCN: June 2010)

Cape Verde
- agreement proposed Nov. 2008;
  negotiation mandate approved by Council June 2009

Albania
- into force 1 May 2006 (TCN: May 2008)

Sri Lanka
- OJ 2005 L 124/43 (into force 1 May 2005)
- into force 1 May 2005

Macao
- OJ 2004 L 143/97 (into force 1 June 2004)
- into force 1 June 2004

Hong Kong
- into force 1 Mar. 2004

4.3 External Treaties: Other

New
Armenia, Azerbaijan
- mandate granted, Dec. 2011

Brazil: Two visa waiver treaties
- OJ 2011 L 66/1 & 2
- into force 24 Feb. 2011

Mauritius, Antigua/Barbuda, Barbados, Seychelles, St. Kitts and Nevis and Bahamas: Visa abolition treaties agreed
- treaties signed and provisionally into force, May 2009
  concluded Nov. 2009

Cape Verde: Visa facilitation agreement negotiations
- proposed Nov. 2008
  negotiation mandate approved by Council June 2009

Georgia: Visa facilitation agreement
- proposal to sign and conclude, (COM (2010) 197 and 198), 5 May 2010
  signed June 2010
  concluded, Jan. 2011; entered into force 1 March 2011

Ukraine, Serbia, Montenegro, Bosnia, Macedonia, Albania and Moldova: Visa facilitation agreements
- into force 1 Jan. 2008
* Russia: Visa facilitation agreement
  * OJ 2007 L 129 (into force 1 June 2007)
  * into force 1 June 2007

* Denmark: Dublin II treaty
  * OJ 2006 L 66/38 (into force 1 April 2006)
  * into force 1 April 2006

* China: Approved Destination Status treaty
  * OJ 2004 L 83/12 (into force 1 May 2004)
  * into force 1 May 2004

* Switzerland: Schengen, Dublin
  * (applied from Dec. 2008)
  * applied from Dec. 2008

* Switzerland: Free Movement of Persons
  * into force 1 June 2002

* Norway and Iceland: Dublin Convention
  * OJ 1999 L 176/36 (into force 1 March 2001)
  * into force 1 March 2001
  * Protocol in force 1 May 2006

4.4 External Treaties: Jurisprudence

**CJEU Judgments on EEC-Turkey Association Agreement on External**

* C-256/11 Dereci et al. [15 Nov. 2011]
  * interpr. of Decision No 1/80 Art. 13
  * ref. from 'Verwaltungsgerichtshof' (Austria)
  * Right of residence of nationals of third countries who are family members of Union citizens - Refusal based on the citizen's failure to exercise the right to freedom of movement - Possible difference in treatment compared with EU citizens who have exercised their right to freedom of movement - EEC-Turkey Association Agreement - Article 13 of Decision No 1/80 of the Association Council - Article 41 of the Additional Protocol - 'Standstill' clauses

* C-371/08 Ziebell or Örnek [8 Dec. 2011]
  * interpr. of Decision No 1/80 Art. 14(1)
  * ref. from 'Verwaltungsgerichtshof Baden Württemberg' (Germany)
  * Decision No 1/80 does not preclude an expulsion measure based on grounds of public policy from being taken against a Turkish national whose legal status derives from the second indent of the first paragraph of Article 7 of that decision, in so far as the personal conduct of the individual concerned constitutes a present genuine and sufficiently serious threat affecting a fundamental interest of the society of the host Member State and that measure is indispensable in order to safeguard that interest. It is for the national court to determine, in the light of all the relevant factors relating to the situation of the Turkish national concerned, whether such a measure is lawfully justified in the main proceedings.
Article 6(1) must be interpreted as precluding the competent national authorities from withdrawing
the residence permit of a Turkish worker with retroactive effect from the point in time at which
there was no longer compliance with the ground on the basis of which his residence permit had
been issued under national law if there is no question of fraudulent conduct on the part of that
worker and that withdrawal occurs after the expiry of the one-year period of legal employment.

Article 41(1) must be interpreted as meaning that it may be relied on by a Turkish national who,
having leave to remain in a Member State on condition that he does not engage in any business or
profession, nevertheless enters into self-employment in breach of that condition and later applies
to the national authorities for further leave to remain on the basis of the business which he has
meanwhile established.

Article 7 precludes legislation under which a family member properly authorised to join a Turkish migrant worker who
is already duly registered as belonging to the labour force of that State loses the enjoyment of the
rights based on family reunification under that provision for the reason only that, having attained
majority, he or she gets married, even where he or she continues to live with that worker during
the first three years of his or her residence in the host Member State.

Supplements to social security can not be withdrawn solely on the ground that the beneficiary has
moved out of the Member State.

Art. 7 means that a Turkish national who enjoys certain rights, does not lose those rights on
account of his divorce, which took place after those rights were acquired.
By contrast, Art. 14(1) does not preclude a measure ordering the expulsion of a Turkish national
who has been convicted of criminal offences, provided that his personal conduct constitutes a
present, genuine and sufficiently serious threat to a fundamental interest of society. It is for the
competent national court to assess whether that is the case in the main proceedings.

on the reference date regarding the prohibition to introduce new restrictions for Turkish workers
and their family members.

the obligation to pay charges in order to obtain or extend a residence permit, which are
disproportionate compared to charges paid by citizens of the Union is in breach with the standstill
clauses of Articles 10(1) and 13 of Decision No 1/80 of the Association.
C-14/09 Genc [4 Feb. 2010]  
* interpr. of Decision No 1/80 Art. 6(1)  
* on the determining criteria of the concept worker and the applicability of these criteria on both EU and Turkish workers

C-462/08 Bekleyen [21 Jan. 2010]  
* interpr. of Decision No 1/80 Art. 7(2)  
* the child of a Turkish worker has free access to labour and an independent right to stay in Germany, if this child is graduated in Germany and its parents have worked at least three years in Germany

C-242/09 Sahin [17 Sep. 2009]  
* interpr. of Decision No 1/80 Art. 13  
* ref. from 'Raad van State' (Netherlands)

C-228/06 Soyaf [19 Feb. 2009]  
* interpr. of standstill provision Art. 41(1)

C-337/07 Altun [18 Dec. 2008]  
* interpr. of Decision No 1/80 Art. 7  
* ref. from 'Verwaltungsgericht Stuttgart' (Germany)

C-453/07 Er [25 Sep. 2008]  
* interpr. of Decision No 1/80 Art. 7  
* ref. from 'Verwaltungsgericht Gießen' (Germany)

C-294/06 Payir [24 Jan. 2008]  
* interpr. of Decision No 1/80 Art. 6 (1)  
* ref. from 'Court of Appeal' (United Kingdom)

C-349/06 Polat [4 Oct. 2007]  
* interpr. of Decision No 1/80 Art. 7 and 14  
* ref. from 'Verwaltungsgericht Darmstadt' (Germany)

C-16/05 Tum & Dari [20 Sep. 2007]  
* interpr. of standstill provision Art. 41(1)

C-325/05 Derin [18 July 2007]  
* interpr. of Decision No 1/80 Art. 6, 7 and 14  
* ref. from 'Verwaltungsgericht Darmstadt' (Germany)

C-4/05 Güzeli [26 Oct. 2006]  
* interpr. of Decision No 1/80 Art. 10(1)  
* ref. from 'Verwaltungsgericht Aachen' (Germany)

C-502/04 Torun [16 Feb. 2006]  
* interpr. of Decision No 1/80 Art. 7  
* ref. from 'Bundesverwaltungsgericht' (Germany)

C-230/03 Sedef [10 Jan. 2006]  
* interpr. of Decision No 1/80 Art. 6  
* ref. from 'Bundesverwaltungsgericht' (Germany)

C-374/03 Gürol [7 July 2005]  
* interpr. of Decision No 1/80 Art. 9  
* ref. from 'Verwaltungsgericht Sigmarinen' (Germany)
C-383/03 Dogan [7 July 2005]
* interpr. of Decision No 1/80 Art. 6(1) and (2)
* ref. from 'Verwaltungsgerichtshof' (Austria)

C-373/03 Aydinli [7 July 2005]
* interpr. of Decision No 1/80 Art. 6 and 7
* ref. from 'Verwaltungsgericht Freiburg' (Germany)

C-136/03 Dörr & Unal [2 June 2005]
* interpr. of Decision No 1/80 Art. 6(1) and 14(1)
* ref. from 'Verwaltungsgerichtshof' (Austria)

C-467/02 Cetinkaya [11 Nov. 2004]
* interpr. of Decision No 1/80 Art. 7 and 14(1)
* ref. from 'Verwaltungsgerichtshof Stuttgart' (Germany)

C-275/02 Ayaz [30 Sep. 2004]
* interpr. of Decision No 1/80 Art. 7
* ref. from 'Verwaltungsgerichtshof Stuttgart' (Germany)

C-465/01 Comm. v Austria [16 Sep. 2004]
* interpr. of Decision No 1/80

C-317/01 & C-369/01 Abatay/Sahin [21 Oct. 2003]
* interpr. of Decision No 1/80 Art. 13 and 41(1)
* ref. from 'Bundessozialgericht' (Germany)

C-171/01 Birlikte [8 May 2003]
* interpr. of Decision No 1/80 Art. 10(1)
* ref. from 'Verfassungsgerichtshof' (Austria)

C-188/00 Kurz (Yuze) [19 Nov. 2002]
* interpr. of Decision No 1/80 Art. 6(1) and 7
* ref. from 'Verwaltungsgericht Karlsruhe' (Germany)

C-89/00 Bicakci [19 Sep. 2000]
* interpr. of Decision No 1/80

C-65/98 Eyüp [22 June 2000]
* interpr. of Decision No 1/80 Art. 7
* ref. from 'Verwaltungsgerichtshof' (Austria)

C-37/98 Savas [11 May 2000]
* interpr. of standstill provision Art. 41(1)

C-329/97 Ergat [16 Mar. 2000]
* interpr. of Decision No 1/80 Art. 7
* ref. from 'Bundesverwaltungsgericht' (Germany)

* interpr. of Decision No 1/80 Art. 6(1) and 14(1)
* ref. from 'Verwaltungsgericht Ansbach' (Germany)

C-1/97 Birden [26 Nov. 1998]
* interpr. of Decision No 1/80 Art. 6(1)
* ref. from 'Verwaltungsgericht Bremen' (Germany)
C-210/97 Akman [19 Nov. 1998]
- interpr. of Decision No 1/80 Art. 7
- ref. from 'Verwaltungsgericht Köln' (Germany)

C-98/96 Ertanir [30 Sep. 1997]
- interpr. of Decision No 1/80 Art. 6(1) and 6(3)
- ref. from 'Verwaltungsgericht Darmstadt' (Germany)

C-36/96 Güneydin [30 Sep. 1997]
- interpr. of Decision No 1/80 Art. 6(1)
- ref. from 'Bundesverwaltungsgericht' (Germany)

C-285/95 Kol [5 June 1997]
- interpr. of Decision No 1/80 Art. 6(1)
- ref. from 'Oberverwaltungsgericht Berlin' (Germany)

C-386/95 Eker [29 May 1997]
- interpr. of Decision No 1/80 Art. 6(1)
- ref. from 'Bundesverwaltungsgericht' (Germany)

C-351/95 Kadiman [17 Apr. 1997]
- interpr. of Decision No 1/80 Art. 7
- ref. from 'Verwaltungsgericht München' (Germany)

C-171/95 Tetik [23 Jan. 1997]
- interpr. of Decision No 1/80 Art. 6(1)
- ref. from 'Bundesverwaltungsgericht' (Germany)

C-434/93 Ahmet Bozkurt [6 June 1995]
- interpr. of Decision No 1/80 Art. 6(1)
- ref. from 'Raad van State' (Netherlands)

- interpr. of Decision No 1/80 Art. 6(1)
- ref. from 'Verwaltungsgericht Karlsruhe' (Germany)

C-237/91 Kus [16 Dec. 1992]
- interpr. of Decision No 1/80 Art. 6(1) and (3)
- ref. from 'Hessischer Verwaltungsgerichtshof' (Germany)

C-192/89 Sevinc [20 Sep. 1990]
- interpr. of Decision No 1/80 Art. 6(1) and 13
- ref. from 'Raad van State' (Netherlands)

12/86 Demirel [30 Sep. 1987]
- interpr. of Decision No 1/80 Art. 7 and 12
- ref. from 'Verwaltungsgericht Stuttgart' (Germany)

CJEU pending cases on EEC-Turkey Association Agreement on External

C-268/11 Gührbahce
- interpr. of Decision. 1/80 Art. 10(1) and 13 (standstill clauses)
- ref. from 'Obervverwaltungsgericht Hamburg' (Germany) 19-05-2011
- Whether new and more restrictive legislation on work and residence permits are in breach with the standstill clause; with reference to C-300/09 (Toprak) and C-301/09 (Oguz).
C-221/11 Demirkan
* interpr. of Add. Protocol Art. 41(1)
* ref. from 'Oberverwaltungsgericht Berlin' (Germany) 13-4-2011
* The OVG asked whether Turkish nationals are recipients of service and whether they are covered by the standstill clause (Art. 41(1) Add. Protocol). The OVG, referring to the Soysal-Case, asked whether the freedom to 'provide services' also the freedom to 'receive' services in other EU Member States. Where EU nationals are concerned, the CJEU has consistently held (Cowan (C-186/87) and Bickel and Franz (C-274/96)), that the freedom to provide services "includes the freedom for the recipients of services to go to another Member State in order to receive a service there". If so, the question is whether Turkish nationals can invoke such a right if they do not wish to receive a specific service, but rather to visit relatives residing in the Member State (i.e. Germany) and during their stay will request and receive services, such as dining out in a restaurant.

C-7/10 & C-9/10 Kahveci & Inan
* interpr. of Decision No 1/80 Art. 7
* ref. from 'Raad van State' (Netherlands)
* Is status of Art. 7 of Dec. 1/80 lost because worker acquires nationality of Member State of residence next to Turkish nationality?

C-436/09 Belkiran
* interpr. of Decision No 1/80
* ref. from 'Bundesverwaltungsgericht' (Germany)
* Should Art. 14(1) of Dec. 1/80 (protection against expulsion) be interpreted as Art. 28(3) of the Free Movement Directive (2004/38/EC)?

C-420/08 Erdil
* interpr. of Decision No 1/80
* ref. from 'Verwaltungsgericht Berlin' (Germany)
* Does the protection of Art 28(3) of Free Movement Directive (2004/38) apply to Turkish national with status Art. 7 of 1/80 born in a Member State?

5 Miscellaneous

Information Note on references from national courts for a preliminary ruling
* OJ 2010 C 160/01
* OJ: on preliminary rulings

COE Report on Rule 39
* On 9 Nov. 2010, the Committee on Migration, Refugees and Population of the Parliamentary Assembly of the Council of Europe, published a report on Rule 39
* Preventing Harm to refugees and migrants in extradition and expulsion cases: Rule 39 indications by the European Court of Human Rights.

COE: Rule 39

Amendments to Court of Justice Statute and rules of procedure
Fast-track system for urgent JHA cases
* OJ 2008 L 24 (in effect 1 March 2008)
* in effect 1 March 2008