

CONTENTS

Table of Cases

xvii

Abbreviations

xxxiii

Introduction	1
1. European Sanctions against Individuals: Classification and Origins	12
Introduction	12
1. Traditional Sanctions Light?	15
2. Two Different Types of European Sanctions against Individuals	22
3. The UN Side of the Game	23
3.1 UN Lists of Terrorist Suspects – Resolutions 1267, 1333 and 1390	24
3.1.1 Listing	24
3.1.2 Delisting	31
3.1.3 Exemptions and Qualifications	36
3.2 The General Call to Fight Terrorism – Resolution 1373	37
3.3 Concluding Remarks	40
4. European Sanctions against Individuals	43
4.1 European Sanctions Implementing UN Sanctions	44
4.2 Autonomous European Sanctions	46
5. National Implementation	52
6. Individual Sanctions as One Way to Fight Terrorism	57
6.1 The International Fight against Terrorism	57
6.2 The European Union's Counter-Terrorist Policy	64
6.2.1 Terrorism as a European Problem	64

6.2.2 Individual Sanctions as Part of the European Union's Fight against Terrorism	69
7. The Effectiveness of Individual Sanctions and Other Counter-Terrorist Measures	72
Conclusions	76
 2. The Legal Basis of Community Sanctions: Moving Competences from One Pillar to Another?	 78
Introduction	78
1. The Legal Basis of Community Measures	81
1.1 Listing Practice under the European Treaties	81
1.2 Articles 301 and 60 EC as the Legal Basis for Individual Sanctions	82
1.3 Articles 301, 60, and 308 EC as a Joint Legal Basis: the Healing Power of Article 308 EC	90
1.3.1 Articles 301 and 60 EC as a Partial Legal Basis	91
1.3.2 Article 301 EC as a Bridge to the TEU	92
1.3.3 Article 308 EC in Opinion 2/94	93
1.3.4 The Missing Boundaries of Community Competence	96
2. CFSP versus PJCC	100
3. Uneven Partners, Each Striving for Dominance: the Binding Force of Union Law on the Community	105
4. Power Balance between the EU and its Member States	114
4.1 Community Law	115
4.2 Union Law	117
5. Treaty of Lisbon	121
Conclusions	124

3. The Right of Access to Justice	127
Introduction	127
1. A Union of Law	129
2. The Relevance of the ECHR for EU Law	133
3. The Right of Access to Justice under the Convention	138
3.1 Scope of the Convention Rights – Distinction Between Articles 6 and 13 ECHR	138
3.2 Article 6 ECHR	139
3.2.1 Excluded by Nature	140
Administrative Measures	140
Political Question Doctrine	141
International Cooperation	145
3.2.2 Criminal Charge	150
Classification of the Proceedings in Domestic Law	151
Nature of the Offence or Conduct in Question	155
Severity of Any Possible Penalty	157
Conclusion – a Criminal Charge?	164
3.2.3 The Determination of Civil Rights and Obligations	166
Case-law of the ECtHR on Civil Rights	166
Practical Consequences of being Listed and Sanctioned	170
Direct Impact on the Rights of Those Listed	172
Determination	173
3.2.4 Application of Article 6 ECHR	176
3.2.5 Independent and Impartial Tribunal	177
3.3 Article 13 ECHR	180
Conclusions	183

4. Limits of Fundamental Rights in the Face of Terrorism	185
Introduction	185
1. Duty to Protect	187
2. Terrorism as Exceptional Circumstances	189
3. Case-law of the European Court of Human Rights	196
3.1 Non-Disclosure of Evidence	197
3.2 Terrorism	200
4. The House of Lords on Terrorism	201
5. Terrorism Jurisprudence in Non-EU Member States	206
5.1 US Courts	206
5.2 Supreme Court of Israel	215
Conclusions	217
 5. Judicial Review of European Sanctions Giving Effect to UN Lists of Terrorist Suspects	 221
Introduction	221
1. Individual Rights Lost in Hierarchy	223
2. From the Standpoint of International Law	228
3. From the Standpoint of European Law	234
3.1 The Binding Force of Security Council Resolutions	234
3.1.1 International Fruit Company	235
3.1.2 Articles 297 and 307 EC	242
3.1.3 National Measures	244
3.2 The Prevailing Force of Security Council Resolutions	245
3.2.1 International Fruit Company	245
3.2.2 State Sanctions under Review	246
3.2.3 Review of Individual Sanctions	250
3.2.4 Autonomy of the European Legal Order	253
3.2.5 Amending the European Treaties?	259

4. Between a Rock and a Hard Place: Determining the Status of Security Council Resolutions	261
4.1 A European <i>Solange</i> -Approach	263
4.2 The Constitutionalization of the UN – Work in Progress?	268
4.2.1 <i>Rechtsstaatsprinzip</i>	269
4.2.2 Limits of Actions by the Security Council	272
4.2.3 Effectiveness	274
4.2.4 Primacy	278
4.3 A Compromise on Substance rather than Forum	279
5. The European Legal Order in Context	282
5.1 The Strasbourg Court	282
5.1.1 Protection from Community Law	282
5.1.2 Primacy of Security Council Resolutions	284
5.2 National Courts	288
5.2.1 Primacy of Security Council Resolutions in National Law	288
5.2.2 Reviewing Individual Sanctions	290
5.3 Interplay between the Different Courts	295
Conclusions	298
6. Protection from Autonomous European Sanctions: Community Law and Union Lists	303
Introduction	303
1. Protection from Community Acts Giving Effect to Union Lists	306
1.1 Rights of Defence	308
1.1.1 Right to a Fair Hearing	308
1.1.2 Access to Information	320
1.2 Obligation to State Reasons	322
1.3 Judicial Review	324
2. Protection from Union Lists: the Status Quo	327
3. Review of Union Law	333

3.1	Indirect Review	334
3.2	The Principle of Wider Jurisdiction	338
3.2.1	The Mandate of the EU courts and its Limits	339
3.2.2	<i>Les Verts</i>	340
3.2.3	Attempts to Extend the Powers of the EU courts under the Union Pillars	345
3.3	Preliminary Ruling Procedure	347
3.4	Direct Actions against Union Lists of Terrorist Suspects	351
3.5	Rights of Defence	353
3.6	Obligation to State Reasons	354
3.7	Concluding Remarks	356
4.	The European Legal Order in Context	357
4.1	The European Court of Human Rights	357
4.2	National Courts	358
4.2.1	Advocate-General Mengozzi's Opinion in <i>Segi</i>	358
4.2.2	The European Arrest Warrant Judgments	362
4.2.3	Lists of Terrorist Suspects in National Courts	365
4.3	Interplay between the Different Courts	367
	Conclusions	368
7.	What are the Alternatives? Adoption and Review	372
	Introduction	372
1.	Adopting Autonomous European Sanctions in Compliance with Procedural Rights	375
1.1	Reform of the Autonomous European Sanctions Regime	375
1.2	Further Necessary Changes to the Autonomous Listing Procedure	380
1.2.1	Legislative Changes	380
1.2.2	Institutional Changes	383

1.2.3 Procedural Changes	384
1.2.4 Concluding Remarks	386
1.3 Reviewable Listing Criteria	387
1.4 Disclosure of Information	391
2. European Sanctions against Individuals Giving Effect to UN Lists of Terrorist Suspects	393
3. Judicial Review of European Sanctions against Individuals	396
3.1 Role of the Judiciary	397
3.2 The Struggle for the Last Word	400
3.3 Political Solutions – or a Right to Diplomatic Protection?	405
4. Proportionality of Individual Sanctions	408
Conclusions	417
Conclusions	420
<i>Bibliography</i>	436
<i>Index</i>	463