



THE EU CHARTER OF FUNDAMENTAL RIGHTS

in Italy

CHARTER COUNTRY-SHEET

“**[N]ational authorities** (judicial authorities, law enforcement bodies and administrations) are **key actors** in giving concrete effect to the rights and freedoms enshrined in the Charter”

European Parliament (2015), Resolution on the situation of fundamental rights in the European Union (2013–2014) 2014/2254(INI)), Strasbourg, 8 September 2015, recital P.

The Charter of Fundamental Rights of the European Union is the EU's bill of human rights. It contains 50 articles with substantive rights and principles, followed by four articles with general provisions. Member States have a duty to respect the rights and observe the principles of the Charter whenever they are acting within the scope of binding EU law. Where the Charter provisions are sufficiently precise and unconditional, they can have a direct effect at the national level – for instance in national courtrooms. Charter provisions that are 'principles' can only be invoked before a court if implemented by legislative or executive acts.

Member States have an explicit duty to promote the Charter's application. This country-sheet supports that effort by giving examples of the Charter's use and highlighting how it adds value.

The EU Charter as an obligation: when are Italian authorities required to apply it?

- ★ Given that EU law is predominantly implemented at national level, national judges, parliamentarians, government officials and legal practitioners are core 'Charter agents' on whom the EU system relies.
- ★ The EU Charter of Fundamental Rights primarily addresses the EU itself. It binds EU Member States "only when they are implementing Union law" (Article 51 of the Charter). However, a significant part of national law- and policymaking is directly or indirectly influenced by EU law. Wherever a legislative file, a judicial case or factual situation falls within the scope of binding EU law, the EU Charter applies and can be used by and invoked before national authorities.
- ★ It is not always easy to draw the borders of the Charter's field of application. The question of whether the Charter applies is central to the proper implementation of EU law. FRA's handbook on *Applying the Charter of Fundamental Rights of the European Union in law and policymaking at national level* provides some guidance on this issue.



How is the Charter used in Italy?

All EU Member States apply the EU Charter – but not always to its full potential. The Charter is sometimes referred to in the context of upcoming legislation or debates in parliaments. National authorities and courts also sometimes refer to the Charter in their decisions and rulings. Examples from Italy include:

★ **National courts: right to good administration (Article 41), right to an effective remedy and to a fair trial (Article 47), presumption of innocence and right of defence (Article 48)**

In 2014, the Supreme Court (Joint Civil Chambers, Case 19667) referred to the Court of Justice of the EU:

“The CJEU states that the right to be heard in every procedure is currently enshrined not only in Articles 47 and 48 of the Charter of Fundamental Rights of the European Union, which ensure respect for the rights to a defence and the right to a fair trial in any court proceedings, but also in Article 41 of the Charter, which guarantees the right to good administration. The aforementioned Article 41, paragraph 2 provides that this right to good administration notably implies the right of every person to be heard when a detrimental individual measure is taken against him/her.”

★ **National courts: right to good administration (Article 41)**

In 2015, Italy’s Lazio Regional Administrative Tribunal (**No. 201509411**) ruled on a complaint filed by a lawyer who was refused admission to the oral test of the bar examinations by the Bar Examinations Board of the Ministry of Justice. The court ruled that the Ministry of Justice’s decision did not comply with the minimum conditions of transparency, stating: “The lack of motivation directly affects the administrative act, thus hindering compliance with the parameter set out in Article 3 of Law No. 241/1990, interpreted in the light of Article 97 [on impartiality of public administration] of the Italian constitution and of Article 41 of the EU Charter of Fundamental Rights, which expressly sets out the obligation to state reasons as an aspect of the right to good administration.”

★ **Parliamentary debate: cultural, religious and linguistic diversity (Article 22) and integration of persons with disabilities (Article 26)**

In 2016, a member of parliament stressed (**Session No. 633**) that the approval of Draft Law No. S 2232 on support to persons with disabilities deprived of family support would contribute to the implementation of not only the Convention on the Rights of People with Disabilities, but also Articles 22 and 26 of the Charter.

The Italian constitution

The Constitution of Italy

- ★ It was adopted on 1 January 1948.
- ★ It contains four parts, each divided into titles and 139 articles, plus 18 transitional and final provisions.
- ★ Fundamental rights of citizens and individuals are laid down in two parts of the constitution: in the *Fundamental Principles* listed in Articles 1–12; and in Part I of the constitution, entitled *Rights and Duties of the Citizens*, Articles 13–54. Other fundamental rights are scattered throughout the other parts of the constitution, e.g. in Article 104 on the independence and autonomy of the judicial power.

The constitution, the EU Charter and the ECHR

- ★ Neither the EU Charter nor the **European Convention on Human Rights** are explicitly referred to in the text of the Italian constitution.
- ★ Nonetheless, these two documents are binding for Italian authorities, due to Articles 10 (generally recognised principles of international law), 11 (limitation of sovereignty) and 117.1 (compliance with EU legislation and international obligations) of the Italian constitution.

The Charter's added value

The Charter is a legally binding document. It includes civil and political rights as well as economic, social and cultural rights. Moreover, it benefits from the strength of EU law, which often has direct effect and, in principle and unlike international law, must be granted supremacy over national law. However, in many contexts it may not be possible to directly invoke the Charter – for instance, because the respective Charter provision is a principle and not a right and was not implemented by a legislative or executive act; or is otherwise not directly applicable; or does not apply at all because the case at hand falls outside the scope of EU law. In any case, the Charter increases the visibility of rights. It explicitly spells out rights and principles that are often not expressly laid out in other international human rights documents, such as the ECHR (as shown in Figure 1). Unlike the Council of Europe's European Social Charter, the EU Charter does not offer the possibility to be bound only by selected provisions; Member States are bound by all of its provisions.

- No ECHR equivalent
- More extensive than ECHR
- Equivalent protection to ECHR
- EU context-specific

Note: The figure is based on the Explanations on the Charter and a textual comparison of the two documents in order to show how the Charter increases the visibility of entitlements (some of the rights not explicitly contained in the ECHR are covered by the case law, which however is less visible to a non-expert).

Source: FRA, 2018

Figure 1: What rights are covered? Comparing the Charter and the ECHR

Charter articles and text of the ECHR: differences and equivalence in coverage

Art.1-5 Dignity

- 1 Human dignity
- 2 Life
- 3 Integrity of the person
- 4 Torture; inhuman, degrading treatment
- 5 Slavery and forced labour

Art.6-19 Freedom

- 6 Liberty and security
- 7 Private and family life
- 8 Personal data
- 9 Marry and found family
- 10 Thought conscience and religion
- 11 Expression and information
- 12 Assembly and association
- 13 Arts and sciences
- 14 Education
- 15 Choose occupation and engage in work
- 16 Conduct a business
- 17 Property
- 18 Asylum
- 19 Removal, expulsion or extradition

Art.20-26 Equality

- 20 Equality before the law
- 21 Non-discrimination
- 22 Cultural, religious and linguistic diversity
- 23 Equality: men and women
- 24 The child
- 25 Elderly
- 26 Integration of persons with disabilities

Art.27-38 Solidarity

- 27 Workers right to information and consultation
- 28 Collective bargaining and action
- 29 Access to placement services
- 30 Unjustified dismissal
- 31 Fair and just working conditions
- 32 Prohibition of child labour; protection at work
- 33 Family and professional life
- 34 Social security and assistance
- 35 Health care
- 36 Access to services of economic interest
- 37 Environmental protection
- 38 Consumer protection

Art.39-46 Citizen's rights

- 39 Vote and stand as candidate to EP
- 40 Vote and candidate at municipal elections
- 41 Good administration
- 42 Access to documents
- 43 European ombudsman
- 44 Petition (EP)
- 45 Movement and residence
- 46 Diplomatic and consular protection

Art.47-50 Justice

- 47 Effective remedy and fair trial
- 48 Presumption of innocence; right of defence
- 49 Legality and proportionality of offences and penalties
- 50 *Ne bis in idem*

Given the breadth of rights explicitly covered by the Charter, it can help to increase the visibility of rights at national level. Moreover, national courts do sometimes use the Charter to interpret or further develop national law, even outside the scope of EU law.

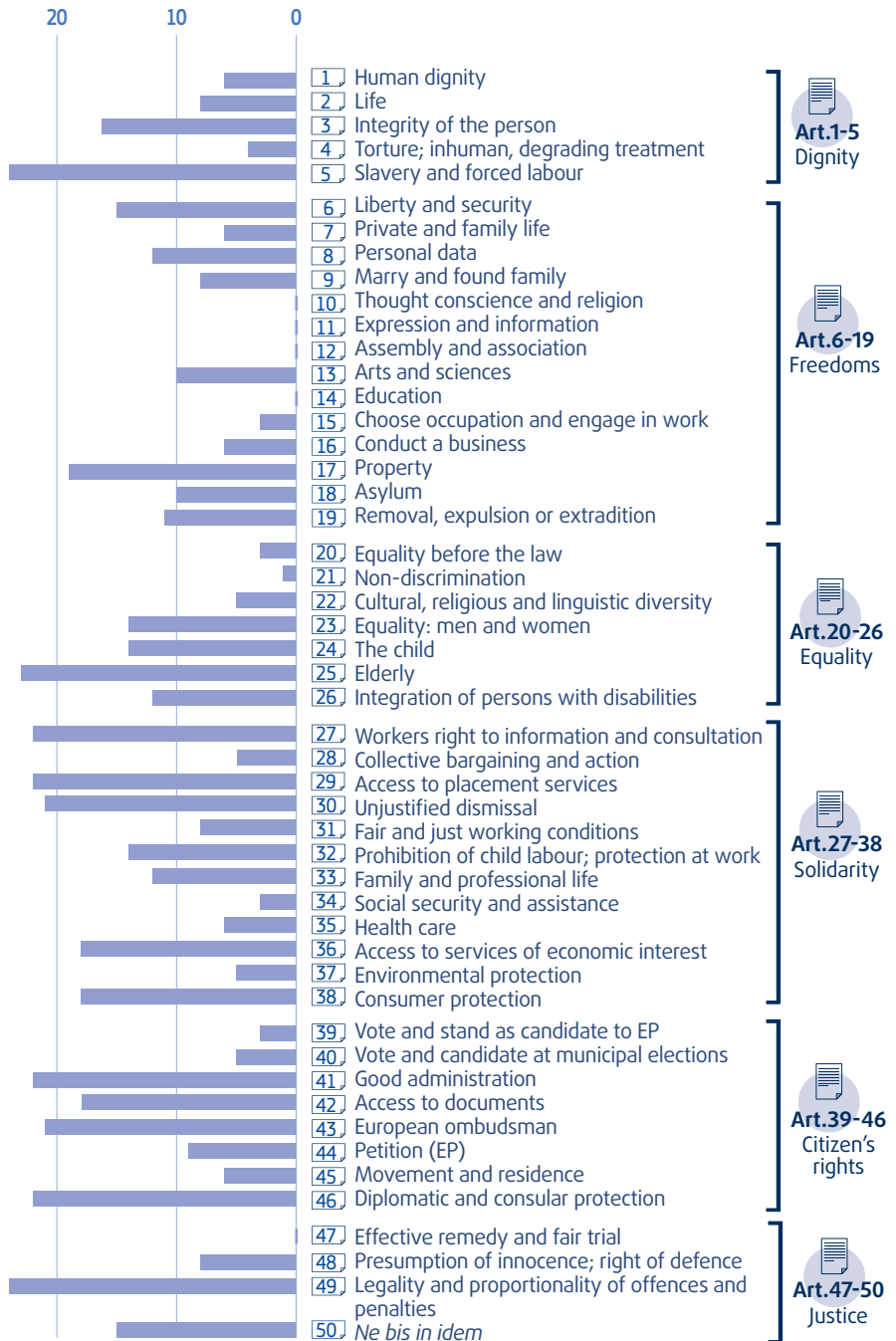
When comparing the Charter with the constitutions of EU Member States, it becomes evident that the text of the Charter is often more explicit about certain rights. For example, in Italy, some Charter rights appear not to be fully mirrored in national constitutional law – for instance, the right of access

to placement services (Article 29), protection in the event of unjustified dismissal (Article 30), consumer protection (Article 38), right of access to documents (Article 42) and the right not to be tried or punished twice for the same criminal offence (Article 50).

The absence of certain rights from a constitutional text by no means implies that they are not protected by the legal order. However, explicit guarantees in a constitutional text make these rights more visible and so also more accessible. In this sense, the Charter can strengthen less well-known rights.

Figure 2: Does the Charter add to the visibility of rights? Comparing the Charter and national constitutions

Number of EU Member States that do not have equivalent/explicit provisions for this Article in their constitutional texts



Note: The figure is based on a textual comparison of the Charter and written constitutional law of the EU Member States (excluding the United Kingdom) in order to show under which provisions the Charter is most likely to increase the visibility of entitlements. EU-specific entitlements (the Charter provisions that are in Figure 1 marked in pale yellow) were considered as reflected in national constitutions if a comparable provision could be identified (for instance a constitutional provision concerning a national Ombudsperson).

Source: FRA, 2018

The EU Charter of Fundamental Rights: *a young instrument*

- ★ A European Convention drafted the Charter. The Convention was composed of 15 representatives of the then 15 EU Member States, 46 parliamentarians (16 members of the European Parliament and 30 members of national parliaments), and one European Commission representative. The Convention also consulted civil society.
- ★ The European Parliament, the European Commission and the Council of the EU solemnly proclaimed the Charter in December 2000.
- ★ With the entry into force of the Lisbon Treaty on 1 December 2009, the Charter became legally binding. It is a relatively new legal instrument that is increasingly used at national level.

Further information

- ★ **The EU Charter**, available on EUR-Lex.
- ★ The **Explanations relating to the Charter of fundamental rights**, by the Presidium of the European Convention.
- ★ **Charterpedia** – a FRA webspace bringing together Charter-related information, including national case law.
- ★ **EU Charter app** – a FRA app to access EU Charter rights anytime, anywhere, as well as national and CJEU case law using the Charter.
- ★ FRA (2018), **Applying the Charter of Fundamental Rights of the European Union in law and policymaking at national level**, Luxembourg, Publications Office.
- ★ FRA (2018), Opinion 4/2018, **Challenges and opportunities for the implementation of the Charter of Fundamental Rights**.
- ★ **Thematic FRA-CoE/ECtHR handbooks on European law**: Non-discrimination (2018), Asylum (2014), Data protection (2018), Children's rights (2015), and Access to justice (2016).
- ★ FRA's annual *Fundamental Rights Report* contains a **specific chapter** dedicated to the use of the Charter at national level.
- ★ European Commission, **Annual reports on the application of the EU Charter of Fundamental Rights**.

FRA – EUROPEAN UNION AGENCY FOR FUNDAMENTAL RIGHTS

Tel: +43 158030-0 – Fax: +43 158030-699

fra.europa.eu – info@fra.europa.eu

 facebook.com/fundamentalrights

 twitter.com/EURightsAgency

 linkedin.com/company/eu-fundamental-rights-agency

© FRA, 2019

ISBN 978-92-9474-109-7

doi:10.2811/2025

TK-01-18-747-EN-N



Publications Office