No. 26457

MULTILATERAL

European Charter of local self-government. Concluded at Strasbourg on 15 October 1985

Authentic texts: English and French.

Registered by the Secretary-General of the Council of Europe, acting on behalf of the Parties, on 6 March 1989.

MULTILATÉRAL

Charte européenne de l'autonomie locale. Conclue à Strasbourg le 15 octobre 1985

Textes authentiques : anglais et français.

Enregistrée par le Secrétaire général du Conseil de l'Europe, agissant au nom des Parties, le 6 mars 1989.

EUROPEAN CHARTER¹ OF LOCAL SELF-GOVERNMENT

PREAMBLE

The member States of the Council of Europe, signatory hereto,

Considering that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage;

Considering that one of the methods by which this aim is to be achieved is through agreements in the administrative field;

Considering that the local authorities are one of the main foundations of any democratic regime;

Considering that the right of citizens to participate in the conduct of public affairs is one of the democratic principles that are shared by all member States of the Council of Europe;

Convinced that it is at local level that this right can be most directly exercised;

Convinced that the existence of local authorities with real responsibilities can provide an administration which is both effective and close to the citizen;

Aware that the safeguarding and reinforcement of local self-government in the different European countries is an important contribution to the construction of a Europe based on the principles of democracy and the decentralisation of power;

Asserting that this entails the existence of local authorities endowed with democratically constituted decision-making bodies and possessing a wide degree of

* See p. 67 of this volume for the text of the declarations made upon ratification or acceptance. Subsequently, the Charter came into force for the following State on the first day of the month following the expiration of a period of three months after the date of the deposit of the instrument of ratification, acceptance or approval with the Secretary-General of the Council of Europe, in accordance with article 15 (3):

¹ Came into force on 1 September 1988, i.e., the first day of the month following the expiration of a period of three months after the date on which four member States of the Council of Europe had deposited an instrument of ratification, acceptance or approval with the Secretary-General of the Council of Europe, in accordance with article 15 (2):

Date of deposit of the instrument

^{*} See p. 67 of this volume for the text of the declarations made upon ratification or acceptance.

autonomy with regard to their responsibilities, the ways and means by which those responsibilities are exercised and the resources required for their fulfilment,

Have agreed as follows:

Article 1

The Parties undertake to consider themselves bound by the following articles in the manner and to the extent prescribed in Article 12 of this Charter.

PART I

Article 2. Constitutional and legal foundation for local self-government

The principle of local self-government shall be recognised in domestic legislation, and where practicable in the constitution.

Article 3. Concept of local self-government

- 1. Local self-government denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population.
- 2. The right shall be exercised by councils or assemblies composed of members freely elected by secret ballot on the basis of direct, equal, universal suffrage, and which may possess executive organs responsible to them. This provision shall in no way affect recourse to assemblies of citizens, referendums or any other form of direct citizen participation where it is permitted by statute.

Article 4. Scope of local self-government

- 1. The basic powers and responsibilities of local authorities shall be prescribed by the constitution or by statute. However, this provision shall not prevent the attribution to local authorities of powers and responsibilities for specific purposes in accordance with the law.
- 2. Local authorities shall, within the limits of the law, have full discretion to exercice their initiative with regard to any matter which is not excluded from their competence nor assigned to any other authority.
- 3. Public responsibilities shall generally be exercised, in preference, by those authorities which are closest to the citizen. Allocation of responsibility to another authority should weigh up the extent and nature of the task and requirements of efficiency and economy.
- 4. Powers given to local authorities shall normally be full and exclusive. They may not be undermined or limited by another, central or regional, authority except as provided for by the law.
- 5. Where powers are delegated to them by a central or regional authority, local authorities shall, insofar as possible, be allowed discretion in adapting their exercise to local conditions.
- 6. Local authorities shall be consulted, insofar as possible, in due time and in an appropriate way, in the planning and decision-making processes for all matters which concern them directly.

Article 5. Protection of local authority boundaries

Changes in local authority boundaries shall not be made without prior consultation of the local communities concerned, possibly by means of a referendum where this is permitted by statute.

Article 6. Appropriate administrative structures and resources for the tasks of local authorities

- 1. Without prejudice to more general statutory provisions, local authorities shall be able to determine their own internal administrative structures in order to adapt them to local needs and ensure effective management.
- 2. The conditions of service of local government employees shall be such as to permit the recruitment of high-quality staff on the basis of merit and competence; to this end adequate training opportunities, remuneration and career prospects shall be provided.

Article 7. Conditions under which responsibilities at local level are exercised

- 1. The conditions of office of local elected representatives shall provide for free exercise of their functions.
- 2. They shall allow for appropriate financial compensation for expenses incurred in the exercise of the office in question as well as, where appropriate, compensation for loss of earnings or remuneration for work done and corresponding social welfare protection.
- 3. Any functions and activities which are deemed incompatible with the holding of local elective office shall be determined by statute or fundamental legal principles.

Article 8. Administrative supervision of local authorities' activities

- 1. Any administrative supervision of local authorities may only be exercised according to such procedures and in such cases as are provided for by the constitution or by statute.
- 2. Any administrative supervision of the activities of the local authorities shall normally aim only at ensuring compliance with the law and with constitutional principles. Administrative supervision may however be exercised with regard to expediency by higher-level authorities in respect of tasks the execution of which is delegated to local authorities.
- 3. Administrative supervision of local authorities shall be exercised in such a way as to ensure that the intervention of the controlling authority is kept in proportion to the importance of the interests which it is intended to protect.

Article 9. FINANCIAL RESOURCES OF LOCAL AUTHORITIES

- 1. Local authorities shall be entitled, within national economic policy, to adequate financial resources of their own, of which they may dispose freely within the framework of their powers.
- 2. Local authorities' financial resources shall be commensurate with the responsibilities provided for by the constitution and the law.

- 3. Part at least of the financial resources of local authorities shall derive from local taxes and charges of which, within the limits of statute, they have the power to determine the rate.
- 4. The financial systems on which resources available to local authorities are based shall be of a sufficiently diversified and buoyant nature to enable them to keep pace as far as practically possible with the real evolution of the cost of carrying out their tasks.
- 5. The protection of financially weaker local authorities calls for the institution of financial equalisation procedures or equivalent measure which are designed to correct the effects of the unequal distribution of potential sources of finance and of the financial burden they must support. Such procedures or measures shall not diminish the discretion local authorities may exercise within their own sphere of responsibility.
- 6. Local authorities shall be consulted, in an appropriate manner, on the way in which redistributed resources are to be allocated to them.
- 7. As far as possible, grants to local authorities shall not be earmarked for the financing of specific projects. The provision of grants shall not remove the basic freedom of local authorities to exercise policy discretion within their own jurisdiction.
- 8. For the purpose of borrowing for capital investment, local authorities shall have access to the national capital market within the limits of the law.

Article 10. LOCAL AUTHORITIES' RIGHT TO ASSOCIATE

- 1. Local authorities shall be entitled, in exercising their powers, to co-operate and, within the framework of the law, to form consortia with other local authorities in order to carry out tasks of common interest.
- 2. The entitlement of local authorities to belong to an association for the protection and promotion of their common interests and to belong to an international association of local authorities shall be recognised in each State.
- 3. Local authorities shall be entitled, under such conditions as may be provided for by the law, to co-operate with their counterparts in other States.

Article 11. LEGAL PROTECTION OF LOCAL SELF-GOVERNMENT

Local authorities shall have the right of recourse to a judicial remedy in order to secure free exercise of their powers and respect for such principles of local self-government as are enshrined in the constitution or domestic legislation.

PART II. MISCELLANEOUS PROVISIONS

Article 12. UNDERTAKINGS

- 1. Each Party undertakes to consider itself bound by at least twenty paragraphs of Part I of the Charter, at least ten of which shall be selected from among the following paragraphs:
- --- Article 2.
- Article 3, paragraphs 1 and 2,
- Article 4, paragraphs 1, 2 and 4,

- Article 5,
- Article 7, paragraph 1,
- Article 8, paragraph 2,
- Article 9, paragraphs 1, 2 and 3,
- Article 10, paragraph 1,
- Article 11.
- 2. Each Contracting State, when depositing its instrument of ratification, acceptance or approval, shall notify the Secretary-General of the Council of Europe of the paragraphs selected in accordance with the provisions of paragraph 1 of this Article.
- 3. Any Party may, at any later time, notify to the Secretary-General that it considers itself bound by any paragraphs of this Charter which it has not already accepted under the terms of paragraph 1 of this Article. Such undertakings subsequently given shall be deemed to be an integral part of the ratification, acceptance or approval of the Party so notifying, and shall have the same effect as from the first day of the month following the expiration of a period of three months after the date of the receipt of the notification by the Secretary-General.

Article 13. AUTHORITIES TO WHICH THE CHARTER APPLIES

The principles of local self-government contained in the present Charter apply to all the categories of local authorities existing within the territory of the Party. However, each Party may, when depositing its instrument of ratification, acceptance or approval, specify the categories of local or regional authorities to which it intends to confine the scope of the Charter or which it intends to exclude from its scope. It may also include further categories of local or regional authorities within the scope of the Charter by subsequent notification to the Secretary-General of the Council of Europe.

Article 14. Provision of Information

Each Party shall forward to the Secretary-General of the Council of Europe all relevant information concerning legislative provisions and other measures taken by it for the purposes of complying with the terms of this Charter.

PART III

Article 15. SIGNATURE, RATIFICATION AND ENTRY INTO FORCE

- 1. This Charter shall be open for signature by the member States of the Council of Europe. It is subject to ratification, acceptance or approval. Instruments of ratification, acceptance or approval shall be deposited with the Secretary-General of the Council of Europe.
- 2. This Charter shall enter into force on the first day of the month following the expiration of a period of three months after the date on which four member States of the Council of Europe have expressed their consent to be bound by the Charter in accordance with the provisions of the preceding paragraph.
- 3. In respect of any member State which subsequently expresses its consent to be bound by it, the Charter shall enter into force on the first day of the month

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following the expiration of a period of three months after the date of the deposit of the instrument of ratification, acceptance or approval.

Article 16. TERRITORIAL CLAUSE

- 1. Any State may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, specify the territory or territories to which this Charter shall apply.
- 2. Any State may at any later date, by a declaration addressed to the Secretary-General of the Council of Europe, extend the application of this Charter to any other territory specified in the declaration. In respect of such territory the Charter shall enter into force on the first day of the month following the expiration of a period of three months after the date of receipt of such declaration by the Secretary-General.
- 3. Any declaration made under the two preceding paragraphs may, in respect of any territory specified in such declaration, be withdrawn by a notification addressed to the Secretary-General. The withdrawal shall become effective on the first day of the month following the expiration of a period of six months after the date of receipt of such notification by the Secretary-General.

Article 17. DENUNCIATION

- 1. Any Party may denounce this Charter at any time after the expiration of a period of five years from the date on which the Charter entered into force for it. Six months' notice shall be given to the Secretary-General of the Council of Europe. Such denunciation shall not affect the validity of the Charter in respect of the other Parties provided that at all times there are not less than four such Parties.
- 2. Any Party may, in accordance with the provisions set out in the preceding paragraph, denounce any paragraph of Part I of the Charter accepted by it provided that the Party remains bound by the number and type of paragraphs stipulated in Article 12, paragraph 1. Any Party which, upon denouncing a paragraph, no longer meets the requirements of Article 12, paragraph 1, shall be considered as also having denounced the Charter itself.

Article 18. NOTIFICATIONS

The Secretary-General of the Council of Europe shall notify the member States of the Council of Europe of:

- a. Any signature;
- b. The deposit of any instrument of ratification, acceptance or approval;
- c. Any date of entry into force of this Charter in accordance with Article 15;
- d. Any notification received in application of the provisions of Article 12, paragraphs 2 and 3;
 - e. Any notification received in application of the provisions of Article 13;
 - f. Any other act, notification or communication relating to this Charter.

[For the testimonium and signatures, see p. 64 of this volume.]

IN WITNESS WHEREOF the undersigned, being duly authorised thereto, have signed this Charter.

Done at Strasbourg, this 15th day of October 1985, in English and French, both texts being equally authentic, in a single copy which shall be deposited in the archives of the Council of Europe. The Secretary-General of the Council of Europe shall transmit certified copies to each Member State of the Council of Europe.

EN FOI DE QUOI, les soussignés, dûment autorisés à cet effet, ont signé la présente Charte.

FAIT à Strasbourg, le 15 octobre 1985, en français et en anglais, les deux textes faisant également foi, en un seul exemplaire qui sera déposé dans les archives du Conseil de l'Europe. Le Secrétaire Général du Conseil de l'Europe en communiquera copie certifiée conforme à chacun des Etats membres du Conseil de l'Europe.

For the Government of the Republic of Austria:

Pour le Gouvernement de la République d'Autriche :

HANS G. KNITEL

For the Government of the Kingdom of Belgium:

Pour le Gouvernement du Royaume de Belgique :

JAN R. VANDEN BLOOCK

For the Government of the Republic of Cyprus:

Pour le Gouvernement de la République de Chypre :

Salzburg, 8 October 1986
Dinos Michaelides

For the Government of the Kingdom of Denmark:

Pour le Gouvernement du Royaume de Danemark :

ERLING V. QUAADE

For the Government of the French Republic:

Pour le Gouvernement de la République française :

HENRI OURMET

For the Government of the Federal Republic of Germany:

Pour le Gouvernement de la République Fédérale d'Allemagne:

GÜNTER KNACKSTEDT HORST WAFFENSCHMIDT

For the Government of the Hellenic Republic:

Pour le Gouvernement de la République hellénique:

AGAMEMNON KOUTSOGIORGAS

For the Government of the Icelandic Republic:

Pour le Gouvernement de la République islandaise :

Strasbourg, le 20 novembre 1985 GEIR HALLGRIMSSON

For the Government of Ireland:

Pour le Gouvernement d'Irlande:

For the Government of the Italian Republic:

Pour le Gouvernement de la République italienne :

OSCAR L. SCALFARO

For the Government

Pour le Gouvernement of the Principality of Liechtenstein: de la Principauté de Liechtenstein :

NICOLAS DE LIECHTENSTEIN

For the Government

Pour le Gouvernement of the Grand Duchy of Luxembourg: du Grand-Duché de Luxembourg:

JEAN SPAUTZ

For the Government of Malta:

Pour le Gouvernement de Malte:

For the Government of the Kingdom of the Netherlands: du Royaume des Pays-Bas:

Pour le Gouvernement

Strasbourg, le 7 janvier 1988 WICHER ONCKO SERVATIUS

For the Government of the Kingdom of Norway:

Pour le Gouvernement du Royaume de Norvège :

For the Government of the Portuguese Republic:

Pour le Gouvernement de la République portugaise :

João Pereira Bastos

For the Government of the Kingdom of Spain: Pour le Gouvernement du Royaume de l'Espagne :

FELIX PONS IRAZAZABAL

For the Government of the Kingdom of Sweden:

Pour le Gouvernement du Royaume de Suède:

Strasbourg, 4 October 1988 LENNART MYRSTEN

For the Government of the Swiss Confederation:

Pour le Gouvernement de la Confédération suisse :

For the Government of the Turkish Republic:

Pour le Gouvernement de la République turque :

Strasbourg, 21 November 1988 TURHAN FIRAT

For the Government of the United Kingdom of Great Britain du Royaume-Uni de Grande-Bretagne and Northern Ireland:

Pour le Gouvernement et d'Irlande du Nord:

DECLARATIONS MADE UPON DÉCLARATIONS FAITES LORS DE RATIFICATION OR ACCEP- LA RATIFICATION OU DE L'ACTANCE (A) CEPTATION (A)

AUSTRIA

AUTRICHE

[GERMAN TEXT — TEXTE ALLEMAND]

"Die Republik Österreich erklärt gemäß Artikel 12 Absatz 2, die nachstehenden Artikel und Absätze der Europäischen Charta der lokalen Selbstverwaltung für sich als bindend anzusehen:

- Artikel 2,
- Artikel 3 Absatz 1 und 2,
- Artikel 4 Absatz 1 und 4,
- Artikel 5.
- Artikel 7 Absatz 1,
- Artikel 9 Absatz 1 bis 3,
- Artikel 10 Absatz 1,

Ferner:

- Artikel 4 Absatz 6,
- Artikel 6 Absatz 1 und 2,
- Artikel 7 Absatz 3,
- Artikel 8 Absatz 1 und 3,
- Artikel 9 Absatz 4 bis 8,
- Artikel 10 Absatz 2 und 3."

"In accordance with Article 12, paragraph 2 of the Charter, the Republic of Austria declares to consider herself bound by the following Articles and paragraphs:

- "— Article 2
- "— Article 3, paragraphs 1 and 2,
- "— Article 4, paragraphs 1 and 4,
- "- Article 5,
- "— Article 7, paragraph 1,
- "--- Article 9, paragraphs 1 to 3,
- "- Article 10, paragraph 1,
- "and:
- "— Article 4, paragraph 6,

« Conformément à l'Article 12, paragraphe 2 de la Charte, la République d'Autriche déclare qu'elle se considère liée par les Articles et paragraphes suivants:

- Article 2
- Article 3, paragraphes 1 et 2,
- Article 4, paragraphes 1 et 4,
- Article 5.
- Article 7, paragraphe 1,
- Article 8, paragraphes 1 à 3,
- Article 10, paragraphe 1,
- et:
- Article 4, paragraphe 6,

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- "— Article 6, paragraphs 1 and 2,
- "— Article 7, paragraph 3,
- "— Article 8, paragraphs 1 and 3,
- "— Article 9, paragraphs 4 to 8,
- "— Article 10, paragraphs 2 and 3."
- Article 6, paragraphes 1 et 2,
- Article 7, paragraphe 3,
- Article 8, paragraphes 1 et 3,
- Article 9, paragraphes 4 à 8,
- Article 10, paragraphes 2 et 3. »

CYPRUS

CHYPRE

[TRADUCTION¹ — TRANSLATION²]

"In accordance with Article 12 of the said Charter the Republic of Cyprus does not consider itself bound by Article 5 and paragraph 2 of Article 7 of the Charter."

Conformément à l'Article 12 de ladite Charte la République de Chypre ne se considère pas liée par l'Article 5 et par le paragraphe 2 de l'Article 7 de la Charte.

DENMARK (A)

DANEMARK(A)

[TRADUCTION¹ — TRANSLATION²]

"In accordance with Article 12, paragraph 2, cf. paragraph 1, the Kingdom of Denmark considers itself bound by the European Charter of Local Self-Government in its entirety.

"In accordance with Articles 13 and 16 the Kingdom of Denmark considers that the provisions of the Charter shall apply to its municipalities ("kommuner") and counties ("amtskommuner") with the exception of the Metropolitan Council ("Hovedstadsradet")."

Conformément à l'Article 12, paragraphe 2, cf. paragraphe 1, le Royaume de Danemark se considère lié par la Charte européenne de l'autonomie locale dans son intégralité.

Conformément aux Articles 13 et 16, le Royaume de Danemark considère que les dispositions de la Charte s'appliqueront à ses communes ("kommuner") et comtés ("amtskommuner") à l'exception du Conseil Métropolitain ("Hovedstadsradet").

FEDERAL REPUBLIC OF GERMANY

RÉPUBLIQUE FÉDÉRALE D'ALLEMAGNE

[GERMAN TEXT — TEXTE ALLEMAND]

"Erklärung zu Art. 13 Satz 2 der Charta

In der Bundesrepublik Deutschland ist der Anwendungsbereich der Charta im Land Rheinland-Pfalz auf die Gemeinden, Verbandsgemeinden und Kreise, in den anderen Ländern auf die Gemeinden und Kreise beschränkt.

¹ Traduction fournie par le Conseil de l'Europe.

² Translation supplied by the Council of Europe.

Erklärung zu Art. 12 Abs. 2 der Charta

Die Bundesrepublik Deutschland betrachtet sich mit folgenden Ausnahmen an alle Absätze des Teiles I der Charta als gebunden:

- 1. Im Land Rheinland-Pfalz gilt Artikel 9 Absatz 3 nicht für die Verbandsgemeinden und Kreise;
 - 2. In den anderen Ländern gilt Artikel 9 Absatz 3 nicht für die Kreise."

"Article 13, second sentence

"In the Federal Republic of Germany, the scope of the Charter is confined to *Gemeinden*, *Verbandsgemeinden* and *Kreise* in Land Rhineland-Palatinate and to *Gemeinden* and *Kreise* in the other [Länder].

"Article 12, paragraph 2

"The Federal Republic of Germany considers itself bound by all paragraphs of Part I of the Charter, with the following exceptions:

- "1. In Land Rhineland-Palatinate, Article 9, paragraph 3, does not apply to *Verbandsgemeinden* and *Kreise*.
- "2. In the other [Länder], Article 9, paragraph 3, does not apply to *Kreise*."

LIECHTENSTEIN

$[Translation^1 - Traduction^2]$

In accordance with Article 12, paragraph 2 of the Charter, the Principality of Liechtenstein considers itself bound by the following Articles and paragraphs:

- -Article 2
- Article 3, paragraph 1
- Article 4, paragraphs 1, 2, 3, 4, 5 and 6

[Traduction¹ — Translation²]

Article 13, deuxième phrase

En République Fédérale d'Allemagne, le champ d'application de la Charte est limité aux *Gemeinden*, *Verbandsgemeinden* et *Kreise* dans le Land de Rhénanie-Palatinat et aux *Gemeinden* et *Kreise* dans les autres Länder.

Article 12, paragraphe 2

La République Fédérale d'Allemagne se considère liée par tous les paragraphes de la Partie I de la Charte avec les exceptions suivantes :

- 1. Dans le Land de Rhénanie-Palatinat, l'article 9, paragraphe 3, ne s'applique pas aux *Verbandsgemeinden* et aux *Kreise*;
- 2. Dans les autres Länder, l'article 9, paragraphe 3, ne s'applique pas aux *Kreise*.

LIECHTENSTEIN

- « Conformément à l'Article 12, paragraphe 2 de la Charte, la Principauté de Liechtenstein déclare qu'elle se considère liée par les Articles et paragraphes suivants:
- Article 2
- Article 3, paragraphe 1
- Article 4, paragraphes 1, 2, 3, 4, 5 et 6

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¹ Translation supplied by the Council of Europe.

² Traduction fournie par le Conseil de l'Europe.

¹ Traduction fournie par le Conseil de l'Europe.

² Translation supplied by the Council of Europe.

- Article 5
- Article 6, paragraph 1
- Article 7, paragraphs 1 and 3
- Article 8, paragraphs 1, 2 and 3
- Article 9, paragraphs 1, 2, 5, 6 and 7
- Article 10, paragraph 1
- Article 11.

- Article 5
- Article 6, paragraphe 1
- Article 7, paragraphes 1 et 3
- Article 8, paragraphes 1, 2 et 3
- Article 9, paragraphes 1, 2, 5, 6 et 7
- Article 10, paragraphe 1
- -Article 11. »

SPAIN

ESPAGNE

[SPANISH TEXT — TEXTE ESPAGNOL]

"El Reino de España declara que la Carta Europea de la Autonomía Local se aplicará en todo el territorio del Estado en relación con las colectividades contempladas en la legislación española de régimen local y previstas en los artículos 140 y 141 de la Constitución. No obstante, el Reino de España únicamente no se considera vinculado por el apartado 2 del artículo 3 de la Carta en la medida en que el sistema de elección directa en ella previsto haya de ser puesto en práctica en la totalidad de las colectividades locales incluidas en el ámbito de aplicación de la misma."

[Translation1 — Traduction2]

The Kingdom of Spain declares that the European Charter of Local Self-Government shall apply to the whole national territory as far as the authorities regulated by the Spanish law on local authorities and foreseen in Articles 140 and 141 of the Constitution are concerned. However, the Kingdom of Spain does not consider itself bound by paragraph 2 of Article 3 of the Charter to the extent that the system of direct suffrage foreseen therein should be implemented in all local authorities falling within the scope of the Charter.

« Le Royaume d'Espagne déclare que la Charte Européenne de l'Autonomie Locale s'appliquera dans tout le territoire national en ce qui concerne les collectivités auxquelles la législation espagnole de régime local fait référence et qui sont prévues dans les articles 140 et 141 de la Constitution. Néanmoins, le Royaume d'Espagne ne se considère pas lié par le paragraphe 2 de l'article 3 de la Charte dans la mesure où le système d'élection directe prévu par elle devrait être mis en œuvre dans la totalité des collectivités locales inclues dans le cadre de son application. »

¹ Translation supplied by the Council of Europe.

² Traduction fournie par le Conseil de l'Europe.