



Strasbourg, 30 September 2025

CDL-PL-OJ(2025)003ann
Or. Engl.

EUROPEAN COMMISSION FOR DEMOCRACY THROUGH LAW
OF THE COUNCIL OF EUROPE
(VENICE COMMISSION)

144th PLENARY SESSION
VENICE
Scuola Grande di San Giovanni Evangelista

Thursday 9 October 2025 (14:30-18:00)
Friday 10 October 2025 (9:00-16:00)

DRAFT ANNOTATED AGENDA

Thursday 9 October 2025

14:30-16:00

*Adoption of the Agenda
Communications
Follow-up to earlier Venice Commission Opinions
Electoral observation missions
Report of the meeting of the Council for Democratic Elections
Discussion and adoption of Opinions on individual countries*

1. Adoption of the Agenda

2. Communication by the President

The President will present her recent activities ([CDL\(2025\)051](#)).

3. Communication from the Enlarged Bureau

The Commission will be informed on the discussions which took place at the meeting of the Enlarged Bureau on 9 October 2025. The Committee of Wise Persons will inform the Commission on the preparation of the elections to the Commission's offices to take place in December 2025.

4. Communication by the Secretariat

The Secretary of the Commission will provide information on the session.

5. Follow-up to earlier Venice Commission Opinions

The Commission will be informed on follow-up to its previous Opinions (see document ([CDL\(2025\)047](#)):

- Albania – Opinion on the implementation by Parliament of Constitutional Court decisions ([CDL-AD\(2024\)040](#));
- Republic of Moldova – Opinion on the draft law on the Constitutional Court ([CDL-AD\(2025\)005](#)).

The draft Follow-up Opinion to the Opinions concerning amendments to the Law on the Prosecutorial Council of Kosovo will be examined under Item 15.

The Commission will be informed about follow-up activities held since the last session.

6. Electoral observation missions

The Commission will be informed about the participation of the Venice Commission in electoral observation missions of the Parliamentary Assembly of the Council of Europe in the function of providing legal advice.

- Republic of Moldova, parliamentary elections, 28 September 2025.

7. Report of the meeting of the Council for Democratic Elections (8 October 2025)

The chair of the meeting will inform the Commission on the results and conclusions of the meeting held on 8 October 2025.

[Link to the annotated agenda](#)

8. Hungary

Draft Opinion on the compatibility with international human rights standards of the fifteenth amendment to the Fundamental Law

The Commission is invited to hold an exchange of views with a representative from Hungary, and to examine, with a view to adoption, the draft Opinion ([CDL\(2025\)041](#)) (KG/sm) on the compatibility with international human rights standards of the fifteenth amendment to the Fundamental Law of Hungary ([CDL-REF\(2025\)041](#)), drawn up by Mr Cameron, Ms Matheson Mestad and Mr Otty. This Opinion was requested by the Committee on Equality and Non-Discrimination of the Parliamentary Assembly of the Council of Europe on 26 May 2025.

9. Slovak Republic

1. Urgent Opinion on the draft amendments to the Constitution

The Commission is invited to endorse the Urgent Opinion (CDL-PI(2025)011) (ML/DF/sd) on the draft amendments to the Constitution of the Slovak Republic ([CDL-REF\(2025\)035](#) and [CDL-REF\(2025\)035](#)rev) drawn up on the basis of comments by Ms Bílková, Mr Holmøyvik and Ms Nussberger. This Urgent Opinion was requested by the Monitoring Committee of the Parliamentary Assembly of the Council of Europe on 23 June 2025 and was issued on 24 September 2025, pursuant to Article 14a of the Venice Commission's Revised Rules of Procedure and in accordance with the Protocol on the preparation of Venice Commission urgent opinions ([CDL-AD\(2018\)019](#)).

2. Draft Opinion on the amendments to the Law on non-profit organisations providing services of general interest

The Commission is invited to hold an exchange of views with a representative from the Slovak Republic, and to examine, with a view to adoption, the draft Opinion ([CDL\(2025\)052](#)) (PG ML/sd) on the amendments to the Law on non-profit organisations providing services of general interest of the Slovak Republic ([CDL-REF\(2025\)036](#)), drawn up by Ms Bílková, Mr Holmøyvik and Ms Nussberger. This Opinion was requested by the Monitoring Committee of the Parliamentary Assembly of the Council of Europe on 23 June 2025. The Sub-Commissions on Fundamental Rights and on Democratic Institutions will examine this draft Opinion at their joint meeting on 9 October 2025.

16:00-16:15

Coffee break

16:15-18:00

Discussion and adoption of Opinions on individual countries
Reports

10. Spain

Draft Opinion on the manner of election of the judicial members of the General Council for the Judicial Power

The Commission is invited to hold an exchange of views with representatives from Spain, and to examine, with a view to adoption, the draft Opinion ([CDL\(2025\)048](#)) (SGM/TP/ha) on the manner of election of the judicial members of the General Council for the Judicial Power of Spain ([CDL-REF\(2025\)038](#)), drawn up by Ms Cartabia, Ms Kiener and Mr Séners. This Opinion was requested by the General Council for the Judicial Power of Spain on 21 April 2025. The Sub-Commissions on the Judiciary and the Rule of Law will examine this draft Opinion at their joint meeting on 9 October 2025.

11. Report on the impact of the pre-trial detention of mayors on the exercise of local democratic governance

The Commission is invited to examine, with a view to adoption, the draft Report (CDL(2025)050) (BSB/ARP/GR/ha) on the impact of the pre-trial detention of mayors on the exercise of local democratic governance, drawn up on the basis of comments by Ms Jametti Greiner, Mr Pinelli, Ms Janine Otálora Malassis (Expert, former Substitute Member, Mexico) and Mr Kaarlo Tuori (Expert, Honorary President). This report was requested by the Congress of Local and Regional Authorities of the Council of Europe on 5 June 2025.

Friday 10 October 2025

9:00-10:30	<i>Discussion and adoption of Opinions on individual countries and amicus curiae brief</i>
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12. Armenia

Draft amicus curiae brief on the compatibility of Article 236 of the Criminal Code with the European standards on legal certainty

The Commission is invited to examine, with a view to adoption, the draft *amicus curiae* brief ([CDL \(2025\)044](#)) (BB/PG/ak) on the compatibility of Article 236 of the Criminal Code with the European standards on legal certainty, drawn up on the basis of comments by Ms Kiener, Mr Sørensen and Mr Philip Dimitrov (Expert, former member, Bulgaria). This *amicus curiae* brief was requested by the President of the Constitutional Court of Armenia on 26 June 2025. The Sub-Commissions on Fundamental Rights and on Democratic Institutions will examine this draft Opinion at their joint meeting on 9 October 2025.

The *amicus curiae* brief was prepared under the [Quick Response Mechanism \(QRM\)](#) in the framework of the EU/CoE joint programme [Partnership for Good Governance](#), co-funded by the Council of Europe and the European Union and implemented by the Council of Europe.

13. Georgia

Draft Opinion on the Law on the Registration of Foreign Agents, the amendments to the Law on Grants and other Laws relating to “foreign influence”

The Commission is invited to hold an exchange of views with a representative from Georgia, and to examine, with a view to adoption, the draft Opinion ([CDL\(2025\)036](#)) (TP/tp) on the

Registration of Foreign Agents, the amendments to the Law on Grants and Laws relating to “foreign influence” of Georgia ([CDL-REF\(2025\)027](#)), drawn up on the basis of comments by Ms Bílková, Ms Kjerulf Thorgeirsdottir and Mr Knežević. This Opinion was requested by the Monitoring Committee of the Parliamentary Assembly of the Council of Europe on 9 May 2025. The Sub-Commissions on Fundamental Rights and on Democratic Institutions will examine this draft Opinion at their joint meeting on 9 October 2025.

14. European Court of Human Rights

1. *Draft amicus curiae brief for the European Court of Human Rights in Gyla and others v. Georgia*

The Commission is invited to examine, with a view to adoption, the draft *amicus curiae* brief for the European Court of Human Rights ([CDL\(2025\)053](#)) (TP/tp) in *Gyla and others v. Georgia*, drawn up on the basis of comments by Ms Bílková, Ms Kjerulf Thorgeirsdottir and Mr Knežević. The Venice Commission was granted leave to intervene as a third party in these proceedings on 12 August 2025.

10.30-11:00	Coffee Break
11:00-12:30	Discussion and adoption of Opinions on individual countries and Amicus curiae briefs Reports General matters

2 *Urgent amicus curiae brief for the European Court of Human Rights in Grande Oriente d'Italia v. Italy on Procedural Guarantees in the exercise of powers by Parliamentary Inquiry Committees*

The Commission is invited to endorse the Urgent *amicus curiae* brief for the European Court of Human Rights ([CDL-PI\(2025\)010](#)) (CSK/PG/es) in *Grande Oriente d'Italia v. Italy on Procedural Guarantees in the exercise of powers by Parliamentary Inquiry Committees*, drawn up on the basis of comments by Mr Alivizatos, Mr Frendo, Ms Pabel and Mr Vardanyan. This Urgent *amicus curiae* brief was requested by the European Court of Human Rights on 4 June 2025 and was issued on 19 September 2025, pursuant to Article 14a of the Venice Commission’s Revised Rules of Procedure and in accordance with the Protocol on the preparation of Venice Commission urgent opinions ([CDL-AD\(2018\)019](#)).

15. Kosovo

Draft Follow-up Opinion to the Opinions concerning amendments to the Law on the Prosecutorial Council

The Commission is invited to hold an exchange of views with a representative from Kosovo, and to examine, with a view to adoption, the draft Follow-Up Opinion ([CDL\(2025\)006](#)) (GP/TP/ak) to the Opinions concerning amendments to the Law on the Prosecutorial Council (see documents ([CDL-AD\(2023\)043](#), [CDL-AD\(2022\)006](#) and [CDL-AD\(2021\)051](#)), drawn up on the basis of comments by Ms Gerards, Mr Sørensen and Ms Hanna Suchocka (Expert, Honorary President). This Opinion was requested by the Minister of Justice of Kosovo on 3 December 2024.

The Follow-Up Opinion is prepared under the [Expertise Co-operation Mechanism](#) in the framework of the EU/CoE joint programme [Horizontal Facility for Western Balkans and](#)

[Türkiye](#), co-funded by the European Union and the Council of Europe and implemented by the Council of Europe.

16. Updated Rule of Law Checklist

The Commission will be informed about the progress of the preparation of the Updated Rule of Law Checklist. This update is being prepared upon initiative of the Venice Commission. The Sub-Commissions on the Judiciary and on the Rule of Law will examine this issue at their joint meeting on 9 October 2025.

17. North Macedonia

Draft Joint Opinion of the Venice Commission and the Directorate General Human Rights and Rule of Law (DGI) of the Council of Europe on the draft laws on the Public Prosecutor's Office and on the Council of Public Prosecutors

The Commission is invited to hold an exchange of views with a representative from North Macedonia, and to examine, with a view to adoption, the draft Joint Opinion of the Venice Commission and the Directorate General Human Rights and Rule of Law (DGI) of the Council of Europe ([CDL\(2025\)049](#)) (TvD/ARP/ip) on the draft laws on the Public Prosecutor's Office and on the Council of Public Prosecutors ([CDL-REF\(2025\)039](#) and [CDL-REF\(2025\)040](#)), drawn up on the basis of comments by Ms Betetto, Mr Gaspar, Mr Rørdam and Ms Laura Vaik (Expert, DGI). This joint Opinion was requested by the Minister of Justice of North Macedonia on 24 July 2025.

18. Ukraine

Draft Joint Opinion of the Venice Commission and the Directorate General of Human Rights and Rule of Law (DGI) of the Council of Europe on draft amendments on disciplinary procedures against judges, declarations of integrity, and other procedures

The Commission is invited to hold an exchange of views with a representative from Ukraine, and to examine, with a view to adoption, the draft Joint Opinion of the Venice Commission and the Directorate General Human Rights and Rule of Law (DGI) of the Council of Europe ([CDL\(2025\)043](#)) (ARP/VD/as) on draft amendments on disciplinary procedures against judges, declarations of integrity, and other procedures ([CDL-REF\(2025\)033](#) and [CDL-REF\(2025\)034](#)), drawn up on the basis of comments by Mr Kuijer, Ms Nussberger, Mr Langašek and Mr Đuro Sessa (Expert, DGI). This Opinion was requested by the Chairman of the High Council of Justice of Ukraine on 29 May 2025.

19. Report of the Joint Meeting of the Sub-Commissions on the Judiciary and on the Rule of Law (9 October 2025)

The Chair of the meeting might inform the Commission on the results and conclusions of the meeting held on 9 October 2025.

[Link to the annotated agenda](#)

20. Report of the Joint Meeting of the Sub-Commissions on Fundamental Rights and on Democratic Institutions (9 October 2025)

The Chair of the meeting might inform the Commission on the results and conclusions of the meeting held on 9 October 2025.

[Link to the annotated agenda](#)

21. Information on Conferences and Seminars

The Commission will be informed on the results and conclusions of past conferences and seminars and informed about forthcoming ones ([CDL\(2025\)042](#)).

12:30-14:00	<i>Lunch break</i>
14:00-16:00	<i>Exchange of views</i>
	<i>Co-operation</i>
	<i>Discussion and adoption of Opinions on individual countries</i>

22. Exchange of views with the Regione del Veneto

The Commission is invited to hold an exchange of views with a representative of the Regione del Veneto.

23. Co-operation with the Committee of Ministers of the Council of Europe

Within the framework of its co-operation with the Committee of Ministers, the Commission will hold an exchange of views with Ms Francesca Camilleri Vettiger, Ambassador, Permanent Representative of Malta to Spain.

24. Co-operation with the Parliamentary Assembly of the Council of Europe

The Commission is invited to hold an exchange of views with Representatives of the Parliamentary Assembly of the Council of Europe on co-operation with the Assembly.

The draft Opinion on the Law on the Registration of Foreign Agents of Georgia; the draft Opinion on amendments to the Law on Grants and other Laws relating to foreign influence of Georgia; the draft Opinion on the compatibility with international human rights standards of the fifteenth amendment to the Fundamental Law of Hungary; the Urgent Opinion on the draft amendments to the Constitution of Slovakia and the draft Opinion on the amendments to the Law on non-profit organisations providing services of general interest of Slovakia fall into the framework of co-operation with the Parliamentary Assembly (see Items 13, 8 and 9).

25. Co-operation with the Congress of Regional and Local Authorities of the Council of Europe

The Commission is invited to hold an exchange of views with Mr Marc Cools, President of the Congress of Regional and Local Authorities of the Council of Europe, on co-operation with the Congress.

The draft Report on the impact of the pre-trial detention of mayors on the exercise of local democratic governance falls into the framework of co-operation with the Congress of Regional and Local Authorities of the Council of Europe (see Item 11).

26. Exchange of views with the Commissioner of Human Rights of the Council of Europe

The Commission is invited to hold an exchange of views with Mr Michael O'Flaherty, Commissioner of Human Rights of the Council of Europe, who will make a presentation on recent work with respect to the member states of the Council of Europe.

27. Exchange of views with the Director-General for the Directorate-General for Justice and Consumers (DG JUST) of the European Commission

The Commission is invited to hold an exchange of views with Ms Ana Gallego, Director-General for Justice and Consumers of the European Commission, on the state of democracy, justice and the rule of law in the European Union.

28. Peru

Draft Opinion on proposed reforms concerning the Public Prosecutor's Office

The Commission is invited to hold an exchange of views with a representative from Peru, and to examine, with a view to adoption, the draft Opinion ([CDL\(2025\)045](#)) (SK/DV/msc) on proposed reforms concerning the Public Prosecutor's Office ([CDL-REF\(2025\)042](#) and [CDL-REF\(2025\)043](#)), drawn up by Mr Bustos Gisbert, Ms Deskoska and Mr James Hamilton (Expert, former Member, Ireland). This Opinion was requested by the Public Prosecutor's Office of Peru on 11 March 2025.

29. Other business

30. Dates of the next sessions

145th plenary session	12-13 December 2025
146th plenary session	6-7 March 2026
147th plenary session	12-13 June 2026
148th plenary session	9-10 October 2026
149th plenary session	11-12 December 2026

18:00	<i>Welcome reception at la Scuola Grande di San Rocco</i>
18:30	<i>Council of Europe Gala Concert at la Scuola Grande di San Rocco</i>
20:30	<i>Gala Dinner at la Scuola Grande di San Giovanni Evangelista</i>

Please note that exceptionally for the 144th Plenary Session the meeting of the Council for Democratic Elections will take place in the afternoon of Wednesday 8 October 2025 at the Regione del Veneto and the Sub-Commission meetings will take place in the morning of Thursday 9 October 2025 at the Scuola Grande di San Giovanni Evangelista.