QUESTIONNAIRE CONCERNING THE PRACTICAL OPERATION OF THE 1996 CONVENTION

Wherever your replies to this Questionnaire make reference to domestic legislation, rules, guidance or case law relating to the practical operation of the 1996 Convention, **please provide a copy of the referenced documentation** in (a) the original language and, (b) wherever possible, accompanied by a translation into English and / or French.

Name of State or territorial unit:1 Latvia

For follow-up purposes

Name of contact person:

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PART I - FOR STATES PARTIES

Recent developments in your State

1. Since the 2011 / 2012 Special Commission, have there been any significant developments in your State regarding the legislation or procedural rules applicable in cases of international child protection? Where possible, please state the reason for the development in the legislation / rules, and, where possible, the results achieved in practice.

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Yes, please specify:

There have been two major developments in Latvia regarding the procedural rules in relation to international child protection.

First of all, on the 1st October, 2011 the relevant amendments were made to the Civil Procedure Law of the Republic of Latvia (hereinafter – the Civil Procedure Law), adding a chapter on enforcement procedures to ensure the return of the child to his or her habitual place of residence under the Hague 1980 Convention, namely, the chapter 74.3 "The Return of a Child to the State, which is His or Her Place of Residence".

The amendments were made, considering an obstacles, those occurred in one specific case, with the enforcement of the decision of the competent court of Latvia, ordering the return of the child from Latvia. Therefore, new chapter was to provide a transparent and step by step procedure on how the relevant decisions shall be enforced.

The amendments also promotes the findings of ECHR in case Shaw v. Hungary (Application No 6457/09), stating that unless domestic courts and the national authorities provides adequate and effective measures for the enforcement of the return order, it can lead to the breach of the Article 8 of the European Convention on Human Rights.

The official and original text of the relevant chapter is available at: http://likumi.lv/doc.php?id=50500.

The English translation of the relevant chapter but without the translation of amendments since 2012 is available at: http://vvc.gov.lv/image/catalog/dokumenti/Civil_Procedure_Law.pdf.

Secondly, the relevant amendments had been made to the Civil Procedure Law, providing a concentration of jurisdiction since the 1st March, 2015, with a view to the specialization of judges, inter alia, specialization of the court, Riga City Ziemeli District Court, as regards the applications under the Hague Convention of 25 October 1980 for return of the child from Latvia to his or her habitual place of residence.

The amendments were made to ensure the unification and harmonization of case law and, therefore, fulfilling the international obligations of Latvia in the best possible manner.

The official and original text of the relevant chapter (see Chapter 77.2 "Matters regarding the Unlawful Movement of Children across Borders to Latvia or Detention in Latvia") is available at: http://likumi.lv/doc.php?id=50500.

The English translation of the relevant chapter but without the translation of mentioned and other technical amendments is available at: http://vvc.gov.lv/image/catalog/dokumenti/Civil_Procedure_Law.pdf.

¹ The term "State" in this Questionnaire includes a territorial unit, where relevant.

The one might also find useful the following in relation to legislation concerning the international child protection issues:

Chapter 77.1 of the Civil Procedure Law "Matters regarding the Unlawful Movement of Children across Borders to a Foreign State or Detention in a Foreign State" provides provisions on how cases regarding wrongful removal of a child across borders to a foreign state or detention in a foreign state if the place of residence of the child is in Latvia shall be examined in Riga City Ziemeļi District Court.

The official and original text of the relevant chapter is available at: http://likumi.lv/doc.php?id=50500.

The English translation but without the translation of technical amendments is available at: http://vvc.gov.lv/image/catalog/dokumenti/Civil_Procedure_Law.pdf.

An English translation of procedures according to which the Latvian Central Authority acts and cooperates with State and municipal authorities within the framework of the Hague 25th October, 1980 Convention on the Civil Aspects of International Child Abduction is now available at: http://vvc.gov.lv/image/catalog/dokumenti/Cab._Reg._No._322_-_Civil_Aspects_of_International_Child_Abduction.pdf

The official and original text of the procedures by which the Latvian central authority that has been determined in accordance with the Hague Convention on the Civil Aspects of International Child Abduction is available at: http://www.likumi.lv/doc.php?id=157313.

2. Please provide a brief summary of any significant decisions concerning the interpretation and application of the 1996 Convention rendered since the 2011 / 2012 Special Commission by the relevant authorities² in your State including in the context of the 20 November 1989 United Nations Convention on the Rights of the Child and other relevant instruments:

Questions of jurisdiction, recognition, enforcement an co-operation in respect of parental responsibilty within the EU are regulated by EU Regulation Nr. 2201/2003 and application of Convention is limited in this field. Actually we are not aware of any significant court decision or issue concerning Convention. Moreover, large part of judgments of parental responsibility and child interests are taken in closed court hearings and are not publicly available.

3. Please provide a brief summary of any other significant developments in your State since the 2011 / 2012 Special Commission relating to international child protection:

Latvia has designated judge to the International Hague Network of Judges with responsibility for international child protection matters. The Hague Network Judge provides responses to focussed enquires from foreign judges concerning Latvian legislation on international child protection and from internal judges concerning convention on international child abduction. Ministry of Justice has organized seminars for judges, who examine international child abduction cases.

Judges, who examine international child abduction cases, every year take part in international seminars concerning international child abduction.

Scope

| ve competent authorities in your State experienced any challenges, or have questions of determining the scope of the Convention under Article 2 (meaning of "child")_o |
|---|
| (meaning of "protective measures")? |
| No |
| Yes, please specify: |
| Please insert text here |
| |
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Jurisdiction

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² The term "relevant authorities" is used in this Questionnaire to refer to the judicial or administrative authorities with decision-making responsibility under the 1996 Convention. Whilst in the majority of States Parties such "authorities" will be courts (*i.e.*, judicial), in some States Parties administrative authorities remain responsible for decision-making in Convention cases.

| 5. Have competent authorities in your State experienced any challenges, or have questions arisen, in making a determination whether to exercise jurisdiction under Articles 5 , 6 , 7 or 10 ? |
|--|
| No Yes, please specify: Please insert text here |
| 6. Have competent authorities in your State experienced any challenges, or have questions arisen, in implementing and / or applying Articles 8 and 9? No Yes, please specify: Please insert text here |
| 7. Have judicial or administrative procedures, guidelines or protocols been adopted in your State to facilitate the application of Articles 8 and 9 ? ³ No Yes, please describe them and also provide a link or attach them, preferably |
| translated into English or French: The Republic of Latvia has designated a judge, namely Mr. Viktors Prudnikovs, the judge of Riga City Ziemeļi District Court to represent Latvia within the International Hague Networks of Judge. |
| 8. Have competent authorities in your State had experience with urgent measures of protection taken under Article 11 ? (See also Question No 35.) No |
| Yes, please describe in which situations a competent authority in your jurisdiction has applied Article 11: Please insert text here |
| Have competent authorities in your State experienced any challenges, or have questions arisen, with respect to the application of Article 11? No Yes, please describe: Please insert text here |
| Have competent authorities in your State experienced any challenges, or have questions arisen, in applying Articles 12, 13 or 14? No Yes, please describe: Please insert text here |
| Applicable law |
| 11. Have competent authorities in your State experienced any challenges, or have questions arisen, in applying Articles 15, 16, 17 or 18? No Yes, please describe: Please insert text here |
| 12. Have competent authorities in your State experienced any challenges, or have questions arisen, in applying the other articles in Chapter III ? No Yes, please describe them: Please insert text here |
| Recognition and enforcement |
| 13. Have competent authorities in your State experienced any challenges, or have questions arisen, in applying Article 23 from the perspective of the requested State? No |

 $^{^3}$ See, e.g., Direct Judicial Communications - <u>Emerging Guidance regarding the development of the International Hague Network of Judges and General Principles for Judicial Communications (2013)</u>.

| | | Yes, please describe: Please insert text here |
|---------------------------------|--|--|
| 14. State | | e judicial or administrative procedures, guidelines or protocols been adopted in your acilitate the application of Article 24 ? No |
| | | Yes, please describe and also provide a link or attach them, preferably translated into English or French: Please insert text here |
| | | e competent authorities in your State experienced any challenges, or have questions applying Article 24 ($e.g.$, in terms of procedure, formalities, time frames, etc.)? No |
| | Ш | Yes, please describe: Please insert text here |
| State | for | se describe the "simple and rapid procedure" (see Article 26(2)) in place in your declaring enforceable or registering for the purpose of enforcement measures of taken in another State Party and enforceable there, in particular: |
| | a) | Which authority declares enforceable or registers a measure of protection taken in another State Party? |
| | b) c) | What time frames are applied to ensure that the procedure is rapid? Is legal representation required? |
| court court subm legal | take or a issior repre sha | Please explain: Procedure under Article 26(2) take place in Latvia as ordinary recognition and ent procedure. Recognition or recognition and enforcement of decision of foreign is a district (city) court. A decision to recognise and enforce a decision of foreign is decision to refuse the application judge takes within 10 days from the day of in of the relevant application and without inviting parties. There is no obligation of essentation, but it is allowed. If application has been signed by the representative, all be attached the authorisation or another document, which certifies such atton. |
| 17. your \$ | | you aware of any challenges, or have questions arisen, in applying Article 26 in ? No |
| | | Yes, please describe: Please insert text here |
| 18. your s | | you aware of any challenges, or have questions arisen, in applying Article 28 in ?? No Yes, please describe: Please insert text here |
| Co-o | oera | tion |
| | | you aware of any challenges, or have questions arisen, in applying Article 30 in e (e.g., in relation to the timeliness of responses to requests)? No Yes, please describe: Please insert text here |
| practi | s Par cal in r too | our view, would it facilitate the task of Central Authorities under Article 30(2) if ties provided information as to their laws and available services in relation to the mplementation of the 1996 Convention, $e.g.$, in the form of a Country Profile or a published on the HCCH website? |
| | | Yes, please describe the type of information that would be useful to include $(e.g., information)$ with respect to the availability of certain protective measures under internal law $(e.g., in)$ relation to Article 3(e) , or the procedures applied under, |

e.g., Articles 23, 24, 26, 31 or 33, or information on Central Authority services provided):

Information on the relevant laws and procedures in the requested State; Information on Central Authoriy services provided.

21. How does your Central Authority (either directly or through public authorities or other bodies) take appropriate steps under **Article 31(b)** to facilitate, by mediation, conciliation or similar means, agreed solutions for the protection of the person or property of the child in situations to which the 1996 Convention applies? Please explain:

The appropriate steps are taken only through the public authorities. The Central Authority is eligible only to promote the cooperation and not to take a direct steps.

| applying Article 33 (a type of placement or i | in your State experienced any challenges, or have questions arisen, in .g., has your State been requested to accept a child under a certain astitutional care that is not available under your internal law, or was provided to you as the Requested State)? |
|--|--|
| Yes, please Please insert | |
| providing or obtaining i | in your State experienced any challenges, or have questions arisen, in eports or information under Articles 32, 33 or 34 ? |
| response from the requ In other case | describe: ew occasions the competent authorities in Latvia did not receive a ested State not even an acknowledgment of receipt. es some provided reports on situation of a child were too shallow and applicable domestic law of the requested State. |
| | your State use a standard template when providing a report on the under Article 32 or 33 ? |
| ☐ Yes, please English or F Please insert | |
| arisen, in applying Arti No | |
| Yes, please Please insert | |
| 26. Does your State services under Chapte No | mpose charges, as provided under Article 38(1) , for the provision of \mathbf{V} (Co-operation)? |
| = | following types of services (e.g., translation, legal assistance): text here |
| | in your State experienced any challenges, or have questions arisen, provided under Article 38(1) ? |
| Yes, please Please insert | |
| 00 \\(\lambda \(\lambda \) \\ \(\lambda \) | anding that complete manifeld by Control Authorities waden the 100/ |

- 28. With the understanding that services provided by Central Authorities under the 1996 Convention may vary, does your Central Authority provide assistance to **individuals** habitually resident in your State who request it in connection with the following matters? If so, please specify the nature of the assistance provided.
 - a) A request to organise or secure effective exercise of **rights of access** in another State Party (requested State)⁴

⁴ See in this context, *e.g.*, the <u>Practical Handbook</u> on the Operation of the 1996 Child Protection Convention, sections 11(E)(d) and 13(B) (2014).

| | □ 1. None□ 2. Assistance in obtaining information on the operation of the 1996 |
|----|---|
| | Convention 3. Assistance in obtaining information on the relevant laws and procedures in |
| | the requested State 4. Establishment of contact with the Central Authority and / or the competent authorities in the requested State to find out the kind of assistance such |
| | authorities could provide □ 5. Transmission of the request to the Central Authority or to the competent authorities in the requested State |
| | 6. Assistance in initiating judicial or administrative proceedings with a view to making arrangements for organising or securing the effective exercise of rights of access |
| | 7. Assistance in providing or facilitating the provision of legal aid and advice 8. Assistance in obtaining private legal counsel or mediation services, where |
| | needed in the requested State 9. Referral to other governmental and / or non-governmental organisations for assistance |
| | 10. Provision of regular updates on the progress of the application 11. Other, please specify: *9 Shall apply if relevant. |
| b) | A request to secure the return to your State of a child subject to parental abduction where the 1980 Convention is <u>not</u> applicable |
| | ☐ 1. None ☐ 2. Assistance in obtaining information on the operation of the 1996 |
| | Convention 3. Assistance in obtaining information on the relevant laws and procedures in |
| | the requested State 4. Establishment of contact with the Central Authority and / or the competent authorities in the requested State to find out the kind of assistance such |
| | authorities could provide □ 5. Transmission of the request to the Central Authority or to the competent |
| | authorities in the requested State 6. Assistance in discovering the whereabouts of a child who has been wrongfully removed or retained. |
| | wrongfully removed or retained 7. Assistance in taking provisional / urgent measures of protection to prevent further harm to the child |
| | 8. Assistance in securing the voluntary return of the child or in bringing about an amicable resolution of the issue |
| | 9. Assistance in initiating judicial or administrative proceedings with a view to obtaining the return of the child |
| | 10. Assistance in providing or facilitating the provision of legal aid and advice 11. Assistance in providing such administrative arrangements as may be |
| | necessary and appropriate to secure the safe return of the child 12. Assistance in obtaining private legal counsel or mediation services 13. Referral to other governmental and / or non-governmental organisations |
| | for assistance 14. Regular updates on the progress of the application 15. Other, please specify: *13 Shall apply if relevant. |
| c) | A request to secure the return to your State of a runaway child (see Article 31 c)) |
| | □ 1. None □ 2. Assistance in obtaining information on the operation of the 1996 |
| | Convention 3. Assistance in obtaining information on the relevant laws and procedures in |

the requested State

| | 4. Establishment of contact with the Central Authority and 7 or the competent authorities in the requested State to find out the kind of assistance such authorities could provide 5. Transmission of the request to the Central Authority or to the competent authorities in the requested State 6. Assistance in discovering the whereabouts of a runaway child 7. Assistance in initiating judicial or administrative proceedings with a view to obtaining the return of the child 8. Assistance in providing or facilitating the provision of legal aid and advice 9. Assistance in providing such administrative arrangements as may be necessary and appropriate to secure the safe return of the child 10. Assistance in obtaining private legal counsel 11. Referral to other governmental and / or non-governmental organisations for assistance 12. Regular updates on the progress of the application 13. Other, please specify: *11 Shall apply if relevant. |
|----|--|
| d) | A request for a report on the situation of a child habitually resident in another State Party (e.g., a child returned as a result of child abduction proceedings or a child who has moved as a result of a relocation) (see Article 32 a)) |
| | 1. None 2. Assistance in obtaining information on the operation of the 1996 Convention 3. Assistance in obtaining information on the relevant laws and procedures in the requested State 4. Establishment of contact with the Central Authority and / or the competent authorities in the requested State to find out the kind of assistance such authorities could provide 5. Transmission of the request to the Central Authority or to the competent authorities in the requested State 6. Other, please specify: Please insert text here |
| e) | A request that the competent authorities of another State Party decide on the recognition or non-recognition of a measure taken in your State (see Article 24) |
| | 1. None 2. Assistance in obtaining information on the operation of the 1996 Convention 3. Assistance in obtaining information on the relevant laws and procedures in the requested State 4. Establishment of contact with the Central Authority and / or the competent authorities in the requested State to find out the kind of assistance such authorities could provide 5. Transmission of the request to the Central Authority or to the competent authorities in the requested State 6. Assistance in obtaining private legal counsel 7. Regular updates on the progress of the request 8. Other, please specify: Please insert text here |
| f) | A request that the competent authorities of another State Party declare enforceable or register for the purpose of enforcement measures taken in your State (see Article 26) |
| | □ 1. None □ 2. Assistance in obtaining information on the operation of the 1996 Convention □ 3. Assistance in obtaining information on the relevant laws and procedures in the requested State |

| | 4. Establishment of contact with the Central Authority and / or the competent authorities in the requested State to find out the kind of assistance such authorities could provide |
|-----------------------------------|--|
| | 5. Transmission of the request to the Central Authority or to the competent authorities in the requested State 6. Assistance in obtaining private legal counsel 7. Regular updates on the progress of the request 8. Other, please specify: Please insert text here |
| Convention another Co following m | the understanding that services provided by Central Authorities under the 1996 may vary, if your Central Authority were to receive a request of assistance from entral Authority on behalf of an individual residing abroad, in connection with the natters, please specify the nature of the assistance that your Central Authority would provide if the situation was to arise. |
| a) | A request to organise or secure effective exercise of rights of access |
| | □ 1. None □ 2. Providing information on the operation of the 1996 Convention and / or the relevant laws and procedures in your State □ 3. Assistance in initiating judicial or administrative proceedings with a view to making arrangements for organising or securing the effective exercise of |
| | rights of access 4. Assistance in providing or facilitating the provision of legal aid and advice 5. Assistance in obtaining private legal counsel or mediation services available in your State |
| | 6. Referral to other governmental and / or non-governmental organisations for assistance |
| | 7. Regular updates on the progress of the application |
| | 8. Other, please specify: Please insert text here |
| b) | A request to secure the return to the State of habitual residence of a child subject to parental abduction where the 1980 Convention is <u>not</u> applicable |
| | 1. None 2. Providing information on the operation of the 1996 Convention and / or the relevant laws and procedures in your State |
| | 3. Assistance in discovering the whereabouts of a child who has been wrongfully removed or retained |
| | 4. Assistance in taking provisional measures of protection to prevent further harm to the child |
| | 5. Assistance in securing the voluntary return of the child or in bringing about an amicable resolution of the issue |
| | 6. Assistance in initiating judicial or administrative proceedings with a view to obtaining the return of the child |
| | 7. Assistance in providing or facilitating the provision of legal aid and advice 8. Assistance in providing such administrative arrangements as may be necessary and appropriate to secure the safe return of the child |
| | 9. Assistance in obtaining private legal counsel or mediation services Referral to other governmental and / or non-governmental organisations for |
| | assistance 10. Regular updates on the progress of the application 11. Other, please specify: Please insert text here |
| c) | A request to secure the return of a runaway child (see Article 31 c)) |
| | □ 1. None □ 2. Providing information on the operation of the 1996 Convention and / or on the relevant laws and procedures in your State □ 3. Assistance in discovering the whereabouts of a runaway child |

| | | Assistance in initiating judicial or administrative proceedings with a view to obtaining the return of the child 4. Assistance in providing or facilitating the provision of legal aid and advice Assistance in providing such administrative arrangements as may be necessary and appropriate to secure the safe return of the child 5. Assistance in obtaining private legal counsel 6. Referral to other governmental and / or non-governmental organisations for assistance 7. Regular updates on the progress of the application 8. Other, please specify: Please insert text here |
|--------|----------------------------|--|
| | d) | A request for a report on the situation of a child habitually resident in your State $(e.g., a)$ child returned as a result of child abduction proceedings or a child who has moved as a result of a relocation) (see Article 32 a)) |
| | | 1. None 2. Providing information on the operation of the 1996 Convention and / or on the relevant laws in your State 3. Preparing and transmitting the requested report 4. Transmission of the request to the competent authorities in your State 5. Other, please specify: Please insert text here |
| | e) | A request that the competent authorities of your State decide on the recognition or |
| | | non-recognition of a measure taken in another State Party (see Article 24) |
| | | 1. None 2. Providing information on the operation of the 1996 Convention and / or relevant laws in your State 3. Transmission of the request to the competent authorities in your State 4. Assistance in obtaining private legal counsel 5. Other, please specify: Please insert text here |
| | f) | A request that the competent authorities of your State declare enforceable or register for the purpose of enforcement measures taken in another State Party (see Article 26) |
| | | 1. None 2. Providing information on the operation of the 1996 Convention and / or relevant laws in your State 3. Transmission of the request to the competent authorities in your State 4. Assistance in obtaining private legal counsel 5. Other, please specify: Please insert text here |
| have | autho s place ⊠ □ | re the habitual residence of a child present in your State cannot be established, prities in your State used any of the provisions of Chapter V in determining the e of habitual residence? No Yes, please specify: Please insert text here |
| provis | ions i | you aware of any challenges, or have questions arisen, in applying any other under ${f Chapter\ V}$ in your State? |
| | | Yes, please describe: On a very few occasions the competent authorities in Latvia did not receive a rom the requested State not even an acknowledgment of receipt. |

In other cases some provided reports on situation of a child were too shallow and had indications only of applicable domestic law of the requested State.

| 32. Have judges in your State used direct judicial communications in cases falling under the 1996 Convention? No |
|---|
| Yes, please specify in relation to which specific matters (e.g., transfer of jurisdiction, placement of a child): Please insert text here |
| General provisions |
| 33. Has your State experienced any challenges, or have questions arisen, in relation to requests under Article 40 for the delivery of a certificate indicating the capacity in which a person having parental responsibility or entrusted with protection of the child's person or property is entitled to act and the powers conferred upon him or her? No Yes, please describe: Please insert text here |
| 34. Which authorities in your State are competent to issue such certificates? Please specify: The Orphan's Courts of the Republic of Latvia |
| Special categories of children |
| Children subject to international parental abduction |
| 35. Have authorities in your State experienced any challenges, or have questions arisen, in relation to the application of the 1996 Convention in cases of child abduction where the 1980 Convention was <u>not</u> applicable (see Question Nos 28 b) and 29 b) above)? No Yes, please describe: |
| Please insert text here 36. In cases of child abduction where both the 1980 Convention and the 1996 Convention |
| were applicable, have authorities in your State made use of provisions under the 1996 Convention in addition to or instead of provisions of the 1980 Convention? No |
| NoYes, please specify the provisions and explain:Please insert text here |
| 37. In cases of parental child abduction, whether or not the 1980 Convention is applicable, have authorities in your State used the co-operation provisions in Chapter V of the 1996 Convention to determine whether adequate measures of protection are available in the State of the habitual residence of the child (<i>e.g.</i> , to facilitate the safe return of the child)? No |
| Yes, please explain: Please insert text here |
| 38. In cases of parental child abduction, have competent authorities in your State taken measures of protection under Article 11 , as an alternative to measures of protection in the form of mirror orders or undertakings, to facilitate the safe return of the child? (See also Question No 5.) No |
| |
| Children subject to international relocation |
| 39. Are you aware of any use being made of provisions of the 1996 Convention in cases where a parent wishes to relocate with his or her child to another State? No Yes, please explain: Please insert text here |

International access / contact cases involving children

| 40. Are you aware of any use being made of provisions of the 1996 Convention, including those under Chapter V , in lieu of or in connection with an application under Article 21 of the 1980 Convention? ⁵ ☐ No ☐ Yes, please explain: Please insert text here |
|--|
| Unaccompanied, separated, and internationally displaced children |
| 41. Are you aware whether authorities in your State have used the provisions of the 1996 Convention in relation to the protection of internationally displaced children (such as refugee children, trafficked children, sexually exploited children, or unaccompanied children) and / or children whose habitual residence cannot be established? No Yes, please specify: Please insert text here |
| Miscellaneous |
| 42. Is there any other comment that your State wishes to make relating to the practical operation of the 1996 Convention? If so, please specify: No |
| PART II – FOR NON-STATES PARTIES |
| 43. Is your State currently considering signing and ratifying or acceding to the 1996 Convention? \square No \square Yes |
| 44. In considering how your State would implement the 1996 Convention, have you encountered any issues of concern? No Yes, please explain: Please insert text here |
| PART III – FOR BOTH STATES PARTIES AND NON-STATES PARTIES |
| 45. Are there any particular issues that your State would like the Special Commission meeting to discuss in relation to the 1996 Convention? Please specify and list in order of priority: No |
| 46. Do you have any observations or comments to share concerning the Practical Handbook on the Operation of the 1996 Child Protection Convention? Please specify: Please insert text here |

⁵ The <u>Explanatory Report</u> (Lagarde) on the 1996 Convention notes that co-operation under Article 35(1) between authorities of States Parties with respect to rights of access "serves in a certain way to complete and reinforce the co-operation, which is not always effective, provided for the same purpose between Central Authorities" under Article 21 of the 1980 Convention. Explanatory Report, paragraph 146 (1997).