## Contents

		eledgements	v
	Abbreviations		
	List of Tables and Figures		
	Tables of Cases		
Ta	ble o	fStatutes	xxxi
1	Int	roduction	1
	I.	EU Public Liability Law and its Convergence	1
		A. Liability of the European Union	1
		B. Liability of the Member States	2
		C. Convergence as an Approach to get 'Beyond Brasserie and	
		Bergaderm'?	3
	II.	Research Issues	6
		A. The Aim and the Research Questions	6
		B. Added Value: is it Still Worth a Try to Dig into Francovich,	
		and EU Liability?	6
	III.	Structure and Terminology	10
		A. Structure	10
		B. Some Terminological Points and Limitations	12
2	Parameters of Convergence		15
	I.	Convergence and Divergence in European Public Liability Law	15
		A. Characterising 'Convergence' and Adjacent Concepts	15
		B. Four Types of Convergence: Top-Down, Bottom-Up,	
		Horizontal and Spill-over	17
		C. Convergence v Divergence and Risks of 'Convergence	
		Fundamentalism'	20
	II.	Convergence Approach and General Methodological Issues	21
		A. The Added Value of the 'Convergence Approach' in this Study	21
		B. Methods and Approaches	23
		C. Doctrine on EU Law Public Liability	24
		D. Situating the Study in the Field of EU Law	25
	III.	Criteria for Assessing the Case-law	25
		A. EU Public Liability Law as Case-law	25
		B. Locating the Sources of Law for EU Public Liability Law	26

		C. Some Criteria for Assessing the Case-law on EU Public Liability Law	30
	IV.	Structural Aspects for Comparing the Main Features of the Two Liability Systems	38
	V.	Introduction to 'Rights'	39
		<ul> <li>A. 'Rights', 'a Rule of Law Granting Rights to Individuals', 'Individual Rights' and 'Subjective Rights'</li> <li>B. Path to Convergence for the Condition Concerning 'Rights'</li> <li>C. Hypothesis for Assessment of the Rights Criterion in Chapter Five and Chapter Six</li> </ul>	39 41 42
	VI.	Introduction to 'Breach' and 'Fault'	43
		A. Overview	43
		B. Procedures for Establishing Breach of EU Law in the Two	
		Liability Systems C. Qualifying Breach for Damages Purposes	47
		D. 'Sufficiently Serious Breach' as an Autonomous EU Law	7/
		Concept, and the Role of 'Discretion'	51
3	Con	ntexts of Convergence	55
	I.	Constitutional Context of EU Public Liability	55
	II.		59
		A. Overview of National Public Liability Laws	59
		B. Convergence of National Public Liability Laws C. Remarks in Relation to Public Liability in EU Law	64
	Ш	Other Public Liability Systems	66
	****	A. Public Liability in the Agreement for the European Economic	
		Area (EEA)	66
		B. Breaches of the European Convention of Human Rights (ECHR)	68
		C. Responsibility and Liability under International Law	69
		D. Public Liability in Canada and the United States	70
		Private Liability for Breaches of EU Law	70
	٧.	European Convergence of Private Law Liability	71
		A. Academic Work in the Universities, the Commissions,	-
		the Study Groups B. Judges and Practitioners	72
		C. International Conventions	73
		D. European Union Directives	74
		E. The Case-law of the ECJ	76
	VI.	European Convergence of Administrative Law	77

		Contents	ix
4	Alig	gnment of the Two Liability Systems	81
	I.	The Liability Systems in their 'Original' Setup	82
		<ul> <li>A. Community Damages Liability: Conditions Laid Down in Schöppenstedt (ECJ 1971) and Adams (ECJ 1985)</li> <li>B. Member State Damages Liability: Conditions set in Francovich</li> </ul>	82
		(ECJ 1991) and Brasserie du Pêcheur (ECJ 1996)	85
	II.	The 'New' Bergaderm Conditions	86
		A. Schöppenstedt and its Criticism by Scholars	86
		B. Bergaderm (ECJ 2000) C. Implementing Bergaderm and its Aftermath	87 89
		D. What has <i>Bergaderm</i> Changed in Community Liability?	90
	III.	Arguments Advanced for Convergence of the Two Liability	
		Systems	91
		<ul><li>A. Scarce Justification for Convergence by the ECJ</li><li>B. Further Elements in the Opinions of the Advocates General</li></ul>	91 93
	IV.	Nature of Convergence of the Two Public Liability Systems	96
		A. Striving for Convergence as a Fundamental Element of EU Law	96
		B. Maintaining Convergence	98
		C. Similarity – or Difference – Between Liability Situations? D. Outlook	99 101
5	Lial	bility of the European Union	103
	I.	Structural Aspects	103
		THE GENERAL ROOMES	103
		B. Institutional Coverage: Legislative, Executive and Judicial Branches	105
			103
		1977 STATE OF THE	500000000

	I.	The Liability Systems in their 'Original' Setup	82
		<ul> <li>A. Community Damages Liability: Conditions Laid Down in Schöppenstedt (ECJ 1971) and Adams (ECJ 1985)</li> <li>B. Member State Damages Liability: Conditions set in Francovich</li> </ul>	82
		(ECJ 1991) and Brasserie du Pêcheur (ECJ 1996)	85
	II.	The 'New' Bergaderm Conditions	86
		<ul> <li>A. Schöppenstedt and its Criticism by Scholars</li> <li>B. Bergaderm (ECJ 2000)</li> <li>C. Implementing Bergaderm and its Aftermath</li> <li>D. What has Bergaderm Changed in Community Liability?</li> </ul>	86 87 89 90
	III.	Arguments Advanced for Convergence of the Two Liability Systems	91
		<ul><li>A. Scarce Justification for Convergence by the ECJ</li><li>B. Further Elements in the Opinions of the Advocates General</li></ul>	91 93
	IV.	Nature of Convergence of the Two Public Liability Systems	96
		A. Striving for Convergence as a Fundamental Element of EU Law B. Maintaining Convergence	96 98
		<ul><li>C. Similarity – or Difference – Between Liability Situations?</li><li>D. Outlook</li></ul>	99 101
5	Lia	bility of the European Union	103
	I.	Structural Aspects	103
		<ul><li>A. General Issues</li><li>B. Institutional Coverage: Legislative, Executive and Judicial</li></ul>	103
		Branches	105
		C. Sectors of Liability: Examples	108 109
		D. Applicants E. Procedural Questions	109
	II.	Granting of Rights to Individuals: Liability of the European Union	
		and EU Law Rights Breach of which May Give Rise to Liability	111
		A. Introduction B. Types of EU Law Rights Invoked in Liability Case-law	111
		Concerning the European Community C. No Rights for Individuals (or No Superior Rules of Law for	111
		Protection of the Individual)	127
		D. Interim Conclusion	132

	III.	Sufficiently Serious Breach: Liability of the European Union and Assessment of Seriousness of Breach in Case-law	132
		A. Assessing Breach for Liability of the European Union: from Dichotomy to a Sliding Scale	132
		<ul><li>B. First Limb: Existence of a Breach of EU Rule of Law</li><li>C. Second Limb: the Threshold of 'Sufficiently Serious Breach' and</li></ul>	133
		the Scope of Discretion	134
		D. Wide Discretion of the EU Institutions	136
		E. Narrow Discretion	139
		F. Interim Conclusion	147
	IV.	Successful Cases	148
6	Lial	bility of the Member States	153
	I.	Structural Aspects	153
		A. General Issues	153
		B. Institutional Coverage: Legislative, Executive and Judicial	
		Branches	155
		C. Sectors of Liability: Examples	156
		D. Applicants	157
	II.	Granting of Rights to Individuals: Liability of the Member States and EU Law Rights Breach of Which May Give Rise to Liability	158
		A. Relationship Between Granting Individual Rights in the	150
		Damages Context and Direct Effect	158
		B. Hohfeldian Framework for Analysing Rights in EU Law C. Implementing Hohfeld in <i>Francovich</i> : Rights Invoked in	162
		Member State Liability Cases in a Hohfeldian Setting	166
		D. Other Sources	170
		E. Specific Issues	172
		F. Interim Conclusion	175
	III.	Sufficiently Serious Breach: Liability of the Member States and	
		Assessment of Seriousness of Breach in Case-law	176
		A. First Limb: Existence of a Breach of EU Rule of Law	176
		B. Second Limb: the Threshold of a 'Sufficiently Serious Breach'	178
		C. Breach, but Not 'Sufficiently Serious' or 'Excusable'	179
		D. Wide Discretion of National Legislator or Administrative	
		Authority	181
		E. Narrow Discretion of National Administrative Authority or	
		National Legislator	182
		F. Establishing Discretion – or Defining the Branch of State	
		Responsible?	186

		G. Breach by a National Court – Liability Applies, under Specific	
		Conditions	187
		H. Breach Clearly or 'Automatically' Sufficiently Serious	190
		I. Excursion: The Test Claimants Cases	191
		J. Interim Conclusion	193
	IV.	Application in Practice and Successful Damages Cases	195
7	Con	nclusions	197
	I.	Main Aspects of the Two Liability Systems	197
	II.	Convergence Regarding 'Granting of Rights to Individuals'	199
	III.	Convergence Regarding 'Sufficiently Serious Breach'	202
	IV.	Essential Findings on Convergence	206
		A. Convergence: Brought About by all Means other than Legislation B. Convergence: a Laudable Objective, but Reasons for it are	206
		Understated in the Case-law	207
		C. Case-law as Source for Convergence	207
		D. 'Haphazard' Convergence by Case-law?	208
		E. National Implementation – a Threat for Convergence?	210
		F. Convergence in Context: Findings to Help National and	
		EU Judges	211
		G. Appearance and Effects of Convergence – Has it Meant	
		'Progress' for EU Public Liability Law?	212
		H. Convergence and Joint Liability	214
	V.	Outlook Beyond Convergence	216
Bil	oliogi	raphy	221
	lex	1 /	235