Table of Contents

Acknowledgements Table of Cases Table of Treaties, Agreements, etc Table of EU Laws	v xiii xxi xxvii
Introduction	1
Administrative Procedure: A Functionalist Approach	1
Definitions	2
'Horizontal' and 'Vertical'	4
Sharing the Space	5
Some Parameters	6
1: A Fragmented Framework	9
In Search of EU Administration	9
Member States and Enlargement	13
National Procedural Autonomy	13
Import–Export	14
Growing the Union	16
The Commission in EU Administration	18
Breaking the Mould	18
Public Service and Bureaucratic Culture	20
Disgrace and Reform	22
The Secretariat-General (SG)	24
Outcome: A Managerial Administrative Style	24
E-Governance: A Brave New World	25
Committees as Network Structures	27
Committees: Opaque or Transparent?	29
Agencies and Networking	31
Gaining Acceptance	32
Gathering Momentum	34
Conclusion	36
2: Into the Office: Tenets, Values and Objectives	38
Principles and Standards	39
Rationality: Reasoned Decision-Making	39
More 'Glue': Sincere Cooperation	40
Subsidiarity Matters	42

viii Table of Contents

	Administrative Manifesto: 'Good Governance'	45
	Tough Love: Conditionality	46
	Audit and Managerialism	48
	'Soft Law', 'Soft Governance' and the OMC	51
	Soft Governance Lisbon Fashion	53
	Regulation à la mode: 'Better' and 'Smart'	55
	IA Abounding	56
	Regulatory Fitness and Performance Programme (REFIT)	58
	'Administrator's Toolkit'	60
	Conclusion	62
3:	Firefighting and Fire-Watching: Courts and Ombudsmen	64
	The Functions of Courts	65
	The Courts and Administrative Procedure	68
	Proportionality Testing	68
	Intensity of Review	71
	Reason-Giving to Rationality	73
	Reasons and Due Process	74
	Rationality and Risk Assessment	75
	Prioritising People: The European Ombudsman (EO)	79
	Redress and Reform	80
	Values and Principles	82
	Complaints Handling and Networks	84
	Problem-Solving through SOLVIT	84 85
	The European Network of Ombudsmen (ENO)	
	Good Administration and Fundamental Rights	87
	Procedure as a Human Right	89
	Conclusion	91
4:	Input and Output Values: Executive Law-Making	93
1.	Law-Making and Delegation	94
	Scientific Knowledge and Technocratic Rule-Making:	
	Output Legitimacy	96
	An EU Innovation: Law-Making by Committee	97
	Comitology and Transparency	101
	The Lisbon Treaty Reforms	102
	Delegated Acts: Article 290	103
	Post-Lisbon Implementing Procedure: Article 291	104
	Constructing a Civil Society?	106
	Committee Corporatism: The European Economic and	

Table of Contents	ix
Table of Contents	i

	Social Committee Tending the Roots Registration and Representativeness Consultation – and Beyond? Enforceability? Judicial Abstention Lisbon – Towards Partnership? Conclusion	106 108 110 112 113 114 116 117
5:	Transparency: Building Administrative Procedures Transparency or Openness? Market Transparency Freedom of Information – A Political Right The Codes of Conduct: Administrative Procedures Classification, Secrecy and the 'Summertime Coup' Regulation: Open Government or Official Secrecy? Law-Making: An Openness Principle Openness Trumped The EU and National Information Laws The Statutory Procedures Ombudsmen for Openness Towards Reform? Conclusion	119 119 119 121 123 126 127 128 131 133 134 135 139 140
6:	The Pathways Model and Steering: Public Procurement Coordinating National Procedures Rationales in Context Waves of Legislation Procedures, Procedures, Procedures Judicial Multitasking Transparency and Scope Social and Environmental Objectives Step By Step Review and Remedy Recodification Process: Assessment Scope and Proportionality Changed Pathways Governance Conclusion	142 144 144 146 148 149 150 152 154 158 161 162 164 165 167 168

x Table of Contents

7:	Procedural Development, Institutional Tensions: Commission	
	Infringement Process	170
	Basic Constitutional Parameters: Four Corners	170
	Policy Dynamics: Institutional Tensions	172
	Commission Fire-Watching	173
	Challenge and Opportunity	173
	Expanded Toolkit	175
	Deep Roots: Infringement Procedure	179
	An Elongated Decision-Making Chain	179
	Elaborating Priorities	181
	Frontloading: 'EU Pilot'	182
	Competing Conceptions	184
	Judicial Policy	184
	Access to Documents	185 187
	Citizens' Advocate	190
	The EP's Challenge Sanctions Procedure	190
	Commission and Court	191
	Snakes and Ladders	191
	Conclusion	195
8:	Modernisation, Cooperation, Enforcement: Competition	196
	Modernisation	198
	Continuity	198
	And Change	199
	'Economic Turn'	201
	Interplay: Modernisation and the CJEU	202
	Cooperation	205
	Network Design	205
	Maturation	206
	Flanking Developments	208 209
	Good Governance Principles	210
	Enforcement	
	Stages, Tracks and Steps In House Check: The Hearing Officer	211 214
	In-House Check: The Hearing Officer Sanctioning Toolkit: Guidelines	216
	Soft Law and Fundamental Rights	217
	Conclusion	220

I	able	of	Contents	xi

9: Programming, Partnership and Audit: Cohesion Policy	221
Programming: Policy and Principles	224
Rise and Rise	224
Administrative Vehicle	226
Retrenchment: More Union Strategy	228
Micro and Macro Conditionality	229
Article of Faith: Partnership	231
Rhetoric and Reality	232
Partnership Agreements	234
Code of Conduct	235
Management and Financial Supervision: Audit	236
Decentralised Management: Supervisory Growth	236
Targeting?	238
Blight on the System	239
In Search of Results	241
Conclusion	242
10: Agencies, Networks and Accountability: The Case of Europol	244
Early Days and Evolution	245
Mission Creep: The Europol Convention	246
The Convention Model of Rule-Making	248
The Europol Decision: A Substantive Transformation	250
Loyal Cooperation	251
Europol as Rule-Maker	252
Good Governance	253
Europol and Data Protection	254
Supervision and Control: The Joint Supervisory Body	257
Re-Ordering the Blocks: The Europol Regulation	258
Management and Administration	259
A Robust Data Protection Regime?	263
Democratic Accountability	265
Conclusion	266
11: Integration and Crisis: Financial Services Regulation	268
Elite Conception	269
The Four-Level Model	269
Better Regulation	272
External Dimension	273
Regulatory Network	274
Before the Fall: Evaluation	276
Agencification: Fourth Wave	277

xii Table of Contents

Market Turmoil: Re-Evaluation and Reform	277
Formal Network	279
ESA Template	281
Standards and Guidelines	282
Decisions, Decisions	284
Going On	286
New Frontier	287
Architectural Issues	288
Inside the SSM: Tasks, Powers and Division of Labour	290
Inside the Bank: Separation and Autonomy	291
Variable Geometry	292
Due Process and Accountability	294
Conclusion	295
12: Procedural Trading: An International Market	297
Aarhus: Ensconcing Environmental Democracy	299
First Steps: Walking Alone	299
Working with Friends	302
The Aarhus Model	305
Implementation and Transposition	306
Aarhus and Enforceability	307
The Aarhus Convention Compliance Committee	309
Creative Courts: UN Sanctions and Due Process	311
Courts and Due Process – Again	311
Smart Sanctions and Asset Freezing	312
Judicial Intervention	314
Intensity of Review	315
Due Process Rights	316
Conflicting Obligations: A Houdini Approach	319
Conclusion	321
13: Conclusion: A Regulatory Bureaucracy	322
The 'Three Cs' of EU Administration	323
Communication and E-Governance	324
Administration Under Law	325
Clashing Values	328
Evolving Structures, Changing Governance Modes	329
Enlargement: Problem or Opportunity?	330
Procedural Codification?	331
A Regulatory Bureaucracy	335
Index	341
	211