

Contents

vii

Authors

xiv

CHAPTER 1

An Economic Introduction to the European Internal Market: Current Situation and Regulatory Challenges

Asunción López and José M. Mella

1	Introduction	3
2	The IM Freedoms	3
3	Economic analysis of the Internal Market	5
3.1	Costs and benefits	5
3.2	Economic development of the 'four freedoms'	6
3.2.1	Goods	6
3.2.2	Services	7
3.2.3	Capital	8
3.2.4	Workers	9
4	IM legislation is not enough	10
5	Towards a better integration of the Internal Market	12
5.1	Governance of the Internal Market	12
5.2	The services markets	13
5.3	Energy markets	15
5.4	Transport markets	15
5.5	Digital markets	16
5.6	Taxation	16
6	Future challenges	17
	Bibliography	19

CHAPTER 2

Cooperative Administrations and Free Movement Goods: The Example of Food Safety Management in the European Internal Market

Juan Antonio Chinchilla Peinado

1	Introduction	23
2	Human health protection in EU law	23
2.1	Treaty provisions	23
2.2	Risk management and the precautionary principle	24
3	Horizontal and vertical cooperation between EU and national authorities	25
3.1	Indirect enforcement by Member States: a horizontal, non-hierarchical network	25
3.1.1	Transnational administrative acts	26
3.1.2	Composite decision making procedures	28
3.1.3	Institutional balance: the role of traders and interested third parties	29

3.2	The procedures for direct implementation of EU law by the European Commission	30
3.2.1	Authorization procedure centralized at EU level	30
3.2.2	Institutional balance: the role of traders and interested third parties	32
4	RASFF: a cooperation network under the direction and supervision of the European Commission	32
5	The role of EFSA	36
6	Conclusion	38
	Bibliography	39

CHAPTER 3 **Free Movement of Professionals: the Mutual Recognition Administration**
Jorge Agudo González

I	Introduction	45
2	Recognition of qualifications. State of affairs	46
2.1	Transnational acts and horizontal procedures	48
2.1.1	Professional activity and free provision of services	48
2.1.2	Professional activity and freedom of establishment	52
2.2	The mutual recognition administration from a procedural perspective	57
2.2.1	The formal dimension of the principle of mutual recognition as a structural principle governing administrative action	57
2.2.2	The mutual recognition principle as a governing principle for complex procedures: an operationally integrated administration	59
3	The mutual recognition principle as a guiding principle for the establishment of a (weak) cooperative and assistance organisational structure	63
4	Final remarks. Administrative law for an <i>ex parte civium</i> administration	65
	Bibliography	68

CHAPTER 4 **Administrative Controls and Free Movement of Services within the Internal Market**
Mónica Domínguez Martín

I	Introduction	71
2	Freedom to provide services and 'European administrative union'	72
3	Principle of mutual recognition and cross border acts regarding the freedom to provide services and the freedom of establishment	76

4	Horizontal and vertical cooperation between European and national administrations within the scope of the Services Directive.	79
4.1	Horizontal procedures	79
4.2	Vertical procedures	83
5	Institutional and organisational elements derived from the Services Directive	85
	Bibliography	88
CHAPTER 5	The Banking Union as an Integration and Consolidation Tool of the European Internal Market	
	Federico Steinberg	
1	Introduction	93
2	Why a Banking Union?	94
3	Building the Banking Union	96
4	Will it be enough?	98
5	Impact on internal markets and European treaties	100
6	Conclusion	102
	Bibliography	103
CHAPTER 6	The Administration for the Enforcement of European Competition Law	
	Julia Ortega Bernardo	
1	Introduction	107
2	General outline of the system setting up the administration structure for the enforcement of European competition law	109
2.1	Reasons underlying the evolution towards a “decentralised model”	109
2.2	Model of concurrent and complementary exercise of powers according to flexible allocation rules	111
2.3	Simultaneous application of European and national competition law	114
3	Organisational, procedural and substantive mechanisms to counterbalance decentralisation	116
3.1	Organisational instruments	116
3.1.1	The implementation of a <i>Verwaltungsverbund</i> – Administrative European Union with the establishment of a network.	116
3.1.2	Requirements regarding the organizational structure of NCAs	117
3.1.3	Implementation of a public execution model complemented by private or judicial execution	120
3.2	Procedural coordination mechanisms	122

3.2.1	Supply of information and cooperation regarding inspections	122
3.2.2	The need for consultation prior to the adoption of decisions	123
3.3	Substantive coordination mechanisms	124
4	The demand for greater judicial control of administrative decisions on the enforcement of competition law	124
5	Conclusion	126
	Bibliography	129
CHAPTER 7	The Administration of the Rules on State Aid Fernando Pastor-Merchante	
1	Introduction	133
2	The rules on State aid	133
3	The governance of the system of State aid control: main features and challenges	135
4	The association of national courts to the task of enforcing State aid law	138
5	The juridification of compatibility assessment	142
6	The decentralization of State aid control	145
7	Conclusion	148
	Bibliography	149
CHAPTER 8	Organisational Forms and Structures of the Public Procurement Administration in the European Internal Market Silvia Díez Sastre	
1	Introduction	153
2	Redefining the concept of administration in the public procurement domain	156
2.1	An administration defined under a functional perspective	156
2.2	An administration defined as opposed to the market	157
2.3	An administration defined under a national perspective	160
3	Organisational forms and structures in public procurement	161
3.1	The awarding administration	161
3.1.1	An increasingly centralised administration	162
3.1.2	A cooperative administration with the private sector	164
3.1.3	A professionalised administration	165
3.2	The performing administration	166
3.3	The enforcing administration	167
3.3.1	Networked administration for the exchange of information and monitoring the compliance with public procurement regulation	167
3.3.2	A national, independent, and growingly centralised administration for the protection of tenderers	168

4	Closing remarks	169
	Bibliography	171
CHAPTER 9	Limitations on Fees Levied to Finance the Administrations of the Internal Market	
	César Martínez Sánchez	
I	Introduction	177
2	Starting point: Member States' tax powers	177
3	Member States' tax powers regarding the financing of administrative costs	179
3.1	The overcoming of the instrumental nature of Budgetary and Tax Law	179
3.2	The lack of principles of fiscal justice in EU Law	180
3.3	Restriction of the Member States' tax powers to merely covering costs	181
3.4	Taxes as distortions to the internal market	185
4	Conclusion	187
	Bibliography	191
CHAPTER 10	The 'Union of Independent Regulatory Authorities' of the European Internal Market	
	Francisco Velasco Caballero	
I	Introduction	195
2	The asymmetrical regulatory union	198
3	Symmetrical regulatory union	201
3.1	Description of the administrative organisation	201
3.2	The <i>Meroni</i> doctrine and the lack of legal legitimacy of the EIRAs	205
3.3	Recomposition of the EIRAs' legal legitimacy	207
3.3.1	Constriction of delegated power	207
3.3.2	A quest for legitimacy through organisational forms	209
3.3.3	A quest for operational legitimacy	212
4	Conclusion	212
	Bibliography	214
CHAPTER 11	The Cooperative Administration in the Internal Market: In Search of a Typology	
	Jorge Agudo González	
I	Introduction	219
2	The administration of the internal market inside the European administrative space	220

2.1	Determinations from the functional point of view	222
2.2	Determinations from an organisational-procedural point of view	225
3	Criteria for building a typology for the administration of the internal market within the European administrative space	228
3.1	Supranationality of administrative actions	228
3.2	Legal mechanisms that articulate administrative cooperation	231
4	Types of cooperative administrative action	234
4.1	Joint Administration. Complex administrative procedures	235
4.2	Administration of mutual recognition. The transnational administration	236
4.3	European Committees. The 'collegiate' administration	242
4.4	'Decentralised Integration': Agencies and Agencies' networks	246
4.5	Independent Authorities and independent authorities' networks	248
5	Conclusion	252
	Bibliography	254