

Contents

<i>Introduction to the Source Material</i>	xxi
<i>Table of Cases</i>	xxix
<i>Table of Treaties Protocols and Declarations</i>	lxxxiii
<i>Table of Conventions and Agreements Concluded by the EU or the Former EC</i>	cv
<i>Table of Interinstitutional Agreements</i>	cxii
<i>Table of European Union Acts</i>	cxiii
<i>Table of Rules of Procedure</i>	clxvii
<i>Table of National Legislation</i>	clxxi
<i>List of Abbreviations</i>	clxxiii
<i>Overview of Differentiated Integration among European States</i>	clxxxi

PART I CONSTITUTING THE EUROPEAN UNION

1. The Development from European Communities to European Union	3
I. The Establishment of the European Communities	3
A. Post-war initiatives for European Integration	3
B. The ECSC Treaty	7
C. Proposals for political cooperation	8
D. The EEC Treaty and the EAEC Treaty	9
E. The supranational character of Community law	13
II. Intergovernmental Cooperation between EC Member States	19
A. European political cooperation	19
B. European monetary cooperation	21
C. Police and judicial cooperation	22
III. Bringing Together the Paths of Integration into the European Union	25
A. Steps towards a European Union	25
B. The establishment of the European Union	27
C. Subsequent amendments	32
1. The Treaty of Amsterdam	32
2. The Treaty of Nice	34
D. The Constitution for Europe	36
2. The Treaty of Lisbon and the Current Treaties	40
I. The Treaty of Lisbon	40
A. Negotiation and ratification of the Treaty of Lisbon	40
B. New structure of the basic Treaties	42
C. Constitutional innovations	43
D. Amending the institutional framework	45
II. Union Law and its Relationship to Previous Community and Non-Community Law	45
III. New Intergovernmental Systems	48
IV. Future of the Union	49
3. Amendment of the Treaties	50
I. Ordinary Revision Procedure	50

II. Simplified Procedures for Specific Treaty Amendments	52
III. Limits to the Possibility to Amend the Treaties	55
4. Accession to and Withdrawal from the European Union	58
I. Member States of the European Union	58
II. Accession of Member States	61
A. Conditions for accession to the European Union	62
B. Procedure for acceding to the European Union	64
C. Pending applications	65
III. Member States Leaving the Union	66
IV. Suspension of Treaty Rights and Obligations	71

PART II COMPETENCES OF THE EUROPEAN UNION

5. Values, Objectives, and Principles Governing the Union Competences	77
I. Values of the Union	77
II. Objectives of the European Union	81
III. The Principle of Conferral of Competences	84
A. Need for a legal basis	84
B. Competences distinguished according to the legal basis	90
1. Competences conferred expressly or impliedly by the Treaties	90
2. Supplementary competence to achieve Union objectives (Article 352 TFEU)	92
C. Exclusive and non-exclusive competence	94
IV. The Principle of Subsidiarity	98
A. Role played by the principle	98
B. The requirements of subsidiarity	99
C. Application of the principle of subsidiarity	100
V. The Principle of Proportionality	104
A. Role played by the principle	104
B. The requirements of proportionality	105
C. Application of the principle of proportionality	107
VI. The Principle of Sincere Cooperation	109
A. Role played by the principle	109
B. The requirements of the principle of sincere cooperation	111
1. Supplementary requirements	111
2. Derogatory requirements	114
VII. The Principle of Equal Treatment	116
A. Field of application	116
1. Prohibition of discrimination on grounds of the nationality of a Member State	117
2. Prohibition of discrimination on grounds of sex/gender	123
3. Other prohibited forms of discrimination	125
B. Content	129
1. Substantive discrimination	129
2. Direct and indirect discrimination	129
3. Reverse discrimination	130
6. Citizenship of the Union	132
I. Creation of Citizenship of the Union	132

II. Granting Citizenship	134
III. Substance of Citizenship	136
A. Free movement and residence rights	137
B. Right to equal treatment and prohibition on obstacles to the right to move and reside	147
C. Political rights	149
D. Right to protection	151
7. The Internal Market	153
I. The Establishment of the Internal Market	153
A. Scope of the internal market	153
B. From common market to internal market	156
II. The Treaty Provisions on Free Movement	158
A. Free movement of goods	160
1. The customs union	161
a. Prohibition of customs duties and charges having equivalent effect	162
b. Permissible charges	163
c. The Common Customs Tariff	165
2. Prohibition of non-tariff restrictions	166
a. Prohibition of quantitative restrictions and measures having equivalent effect	167
b. Exceptions	170
B. Free movement of workers and self-employed persons	178
1. General scope	178
2. Beneficiaries	179
a. Nationals of a Member State	179
b. Qualifying workers	180
c. Self-employed persons and companies	183
d. Connection with Union law	183
3. Substance	185
a. Right to enter, leave, and reside	185
b. Prohibition of discriminatory and non-discriminatory obstacles	185
c. Primary and secondary right of establishment	192
4. Permitted restrictions	195
a. Restrictions on grounds of public policy, public security, and public health	195
b. Employment in the public service and exercise of public authority	196
c. Restrictions based on the rule of reason	199
5. Harmonization and recognition of professional rules	202
6. Social security and the free movement of persons	207
C. Freedom to provide services	211
1. Definition and beneficiaries	212
2. Substance of the freedom to provide services	215
3. Permitted restrictions on freedom to provide services	218
a. Restrictions on grounds of Articles 51 and 52 TFEU	218
b. Restrictions based on the rule of reason	218
4. The Services Directive	223
D. Free movement of capital and payments	227
1. Definition and substance	227
2. Permitted restrictions on the free movement of capital and payments	228

III. Harmonization of National Legislation	232
A. The impact of Union harmonization measures	233
B. Harmonization under Articles 114 and 115 TFEU	237
8. The Area of Freedom, Security, and Justice	243
I. The Gradual Integration of Member States' Action in Matters of Justice and Home Affairs	243
II. Policies on Border Checks, Asylum, and Immigration with respect to Third-country Nationals	248
A. Border checks and visa policy	248
B. Asylum and other international regimes of protection	250
C. Immigration policy	254
D. Rights derived from agreements with third countries	256
III. Judicial Cooperation in Civil Matters	257
IV. Judicial Cooperation in Criminal Matters	262
V. Police Cooperation	269
VI. Exceptional Status of Denmark and Ireland	271
9. Other Areas of Union Policy	275
I. Protection of Personal Data	275
II. Agriculture and Fisheries	276
III. Transport	280
IV. Competition	283
A. Rules for undertakings	284
1. Article 101 TFEU	284
2. Article 102 TFEU	288
3. Control of concentrations	289
4. Public undertakings and services of general interest	290
B. State aid	292
V. Economic and Monetary Policy	300
A. Introduction of the Economic and Monetary Union	300
B. Economic policy	305
C. Monetary Policy	311
VI. Social Policy and Employment	313
VII. Education, Vocational Training, Youth, and Sport	318
VIII. Culture	320
IX. Public Health and Consumer Protection	322
X. Economic, Social, and Territorial Cohesion and Trans-European Networks	326
XI. Industry	328
XII. Research and Technological Development and Space	329
XIII. Environment and Energy	330
XIV. Tourism and Civil Protection	333
XV. Administrative Cooperation	334
XVI. Implementation of the Solidarity Clause	335
10. External Action of the Union	336
I. General Provisions on the Union's External Action	336
II. The Common Commercial Policy	338
A. Scope	338

B. Autonomous measures	341
C. Trade agreements and cooperation agreements	343
D. Participation in GATT and the World Trade Organization	344
III. Association	346
A. Association of overseas countries and territories	347
B. Association agreements pursuant to Article 217 TFEU	348
IV. Development Cooperation and Humanitarian Aid	354
V. Economic, Financial, and Technical Cooperation with Third Countries and Neighbourhood Policy	357
VI. The Common Foreign and Security Policy (CFSP)	358
VII. Other External Competences of the Union	368
VIII. Relationship to the Member States' International Powers	371
11. Limitations and Exceptions to the Application of the Treaties	375
I. Personal Scope of the Treaties	375
II. Temporal Scope of the Treaties	376
A. Entry into force of the Treaties	376
B. Duration of the Treaties	377
III. Territorial Scope of the Treaties	378
IV. Exceptions to the Application of the Treaties	384

PART III INSTITUTIONAL ACTORS OF THE EUROPEAN UNION

12. The Political Institutions of the Union	391
I. The European Parliament	391
A. Powers	391
1. Nature	391
2. Survey of powers	392
a. Participation in decision-making	392
b. Budgetary authority	393
c. Supervision of other institutions and bodies	393
B. Composition	396
C. Operation	402
D. Internal organization	403
II. The European Council	405
A. Powers	405
B. Composition	408
C. Operation	410
D. Internal organization	411
III. The Council	412
A. Powers	412
1. Decision-making	412
2. Coordination	413
3. Implementation	413
4. Relationship to other institutions and bodies	413
B. Composition	414
C. Operation	418
D. Internal organization	425

IV. The European Commission	428
A. Powers	428
1. Supervision	428
2. Participation in decision-making	430
3. Implementation	431
4. Representation	431
B. Composition	431
C. Operation	438
D. Internal organization	439
13. Other Institutions and Bodies of the Union	441
I. The Court of Justice of the European Union	441
A. Jurisdiction	442
B. Composition	448
C. Procedure	450
D. Internal organization	450
II. The European Central Bank	451
A. Powers	451
B. Composition	453
C. Operation	454
D. Internal organization	454
III. The European Court of Auditors	455
A. Powers	455
B. Composition	456
C. Operation	456
D. Internal organization	457
IV. Advisory Bodies	457
A. The European Economic and Social Committee	457
B. The Committee of the Regions	458
C. Other committees	460
V. The European Investment Bank	461
VI. The European Ombudsman	462
VIII. Other Union Bodies, Offices, and Agencies	464
14. The Union as an International Organization	474
I. Legal Personality and Representation	475
II. Privileges and Immunities	478
III. The Budget of the Union	480
A. General principles	480
B. Revenue	482
C. Expenditure	485
IV. The Seats of the Institutions and Bodies	486
V. Status of Officials and Other Servants	488
VI. Rules Governing Languages	490
VII. Transparency and Access to Documents	495
15. The Member States of the Union	501
I. The Member States as Constituent Authority	501

II. The Member States as Actors in Decision-making	504
A. The role of the national governments	504
B. The role of the national parliaments	505
III. The Member States' Role in Implementing Union Law	512
IV. The Member States' Role in Connection with the Judicial Implementation and Enforcement of Union Law	513
V. The Role Played by Decentralized Authorities of the Member States	513
16. The Relationships between the Institutional Actors	517
I. Relationship between the Institutions of the Union and the Member States	517
II. Representation of Interests through Institutions and Member States	518
III. Balance between the Institutions	519
IV. The Allocation of the Classical Functions of a State	523
 PART IV DECISION-MAKING IN THE EUROPEAN UNION	
17. The Legislative Procedures	529
I. General Principles	529
A. Definition of legislation	529
B. Basic outline of legislative process	530
C. Decision-making power	533
1. Participation of the Council	533
2. Participation of the European Parliament	533
D. Right of initiative	536
II. The Ordinary Legislative Procedure	544
III. Special Legislative Procedures	552
A. Participation of the Council	552
B. Participation of the European Parliament	553
1. Consultation	553
2. Consent	555
IV. Other Procedures	556
A. Other involvement of the European Parliament	557
B. Interinstitutional agreements	557
C. Involvement of the social partners	558
D. Involvement of other bodies and groups	560
V. Democratic Content of Decision-Making	562
18. The Implementation of Union Legislation	565
I. Implementation by the Member States	565
II. Implementation by Institutions, Bodies, Offices, or Agencies of the Union	571
A. Relation between legislation and implementation	571
B. Implementation by the Commission or the Council	573
1. Delegation to the Commission	573
2. Implementation by the Commission (or the Council)	575
a. General principles	575
b. Control over the implementation by the Commission: 'comitology'	577
C. Implementation by other bodies, offices, or agencies	583

19. CFSP Decision-making	587
I. Policy-making under the CFSP	587
II. Implementation of the CFSP	590
20. The Budgetary Procedures	594
I. Adoption of the Budget	594
II. Implementation of the Budget and Audit	597
21. The Procedure for Concluding International Agreements	604
I. Field of Application of the Procedure	604
II. Procedure for the Negotiation and Conclusion of Agreements	605
A. Negotiations	605
B. Conclusion of agreements	607
1. Initialling and signature	607
2. Power to conclude agreements	608
3. Involvement of the European Parliament	609
a. Consultation	610
b. Consent	610
III. Mixed Agreements	612
IV. Opinion of the Court of Justice	613
22. Decision-making Restricted to Particular Member States	616
I. Area of Freedom, Security, and Justice	616
II. Economic and Monetary Union	619
III. Enhanced Cooperation between Member States	620

PART V SOURCES OF LAW OF THE EUROPEAN UNION

23. Union Law and its Effects in the National Legal Systems	629
I. Forms of Union Law	629
II. Sources of Law and their Hierarchy	630
III. The Principles of Primacy and Direct Effect of Union Law	631
A. Requirements flowing from the primacy of Union law	632
1. The principle of primacy of Union law	632
2. The principle of interpretation in conformity with Union law	634
3. Duty to set aside conflicting national rules	635
4. Liability of the Member State for damage arising out of a breach of Union law	640
B. Incorporation in the Member States' legal systems	644
C. The direct effect of Union law	651
24. The Treaties: Primary Union Law	654
I. Status of Primary Union Law	654
II. Survey of the Treaties as Primary Union Law	655
25. Fundamental Rights and General Principles of Union Law	659
I. Fundamental Rights	659
A. Status of fundamental rights	659
1. Fundamental rights as general principles of Union law	660

2. The Charter of Fundamental Rights of the European Union	662
B. Scope of fundamental rights' protection	664
1. Protection vis-à-vis institutions and bodies of the Union	664
2. Protection vis-à-vis Member States implementing Union law	665
3. Limitations to the application of the Charter	669
4. Relationship with the protection offered by the European Convention of Human Rights	671
C. Survey of rights protected	676
II. General Principles of Union law	684
A. Status of general principles of Union law	684
B. Survey of general principles of Union law	687
26. International Law	695
I. International Agreements Concluded by the Union	695
A. Legal force and direct effect of international agreements	695
B. Legal force and direct effect of decisions adopted by organs set up by international agreements	699
C. Status of agreements concluded within the framework of the GATT/WTO	700
D. Interpretation and reviewing the legality of international agreements	702
II. International Agreements Concluded by Member States with Third Countries	704
A. Agreements concluded after the Treaties entered into force	704
B. Agreements concluded before the Treaties entered into force	705
III. Other Rules of International Law	708
A. Customary international law and general principles of law	708
B. Obligations in connection with the United Nations	710
27. Acts Adopted by the Institutions and Bodies of the Union	713
I. Autonomous Measures Adopted by Institutions and Bodies	713
A. Formal requirements and status	713
1. Choice between different instruments	713
2. Distinction between legislative acts and non-legislative acts	714
3. Manner in which acts come into being	716
4. Statement of reasons	717
5. Publication or notification—entry into effect	718
6. Enforcement	720
7. Judicial review	720
B. Regulations	721
C. Directives	723
1. The transposition of directives into national law	723
2. The direct effect of provisions of an unimplemented or incorrectly implemented directive	727
a. Expiry of the time-limit	727
b. Direct effect only against a Member State	728
3. Other effects of an unimplemented or incorrectly implemented directive	731
a. Interpretation in conformity with the directive	731
b. Disapplication of conflicting national law.	734
c. State liability for damages	736
D. Decisions	739

E. Recommendations and opinions	741
F. Other acts	742
II. Interinstitutional Agreements	745
28. Other Sources of Union Law	749
I. Acts of Member State Governments and Conventions between the Member States	749
II. Collective Agreements	752
III. The Case Law of the Union Courts	753
IV. Non-Community Acts Adopted before the Entry into Force of the Lisbon Treaty	754
A. Distinguishing non-Community from Community law	754
B. Acts of the European Council and the Council pursuant to the CFSP and PJCC	755
C. International agreements concluded by the Union in connection with the CFSP and PJCC	759
D. Conventions concluded between the Member States	760

PART VI JUDICIAL PROTECTION IN THE EUROPEAN UNION

29. Judicial Protection Vis-à-Vis Member States and Private Parties	765
I. Enforcement of Union Law in the National Courts	765
A. Guarantees for ensuring effective legal protection	765
B. Interpretation and application of Union law by national courts	768
C. Questions for a preliminary ruling on the interpretation of Union law	773
1. Possibility and obligation to refer questions for a preliminary ruling	774
a. Courts that may refer questions	774
b. Possibility to ask questions	774
c. Obligation to ask questions	775
2. Subject matter of questions referred for a preliminary ruling	776
3. Procedure for asking and answering questions referred for a preliminary ruling	778
a. Formulation of the reference for a preliminary ruling	778
b. Consideration by the Court of Justice	780
4. Consequences of preliminary rulings	783
II. Action for Failure by a Member State to Fulfil its Obligations	784
A. Initiative	784
B. Procedure	785
C. Consequences of a finding of non-compliance	788
30. Judicial Protection Vis-à-Vis the Institutions and Bodies of the Union	791
I. Legal Remedies before the Court of Justice	791
A. Action for annulment	792
1. Possible defendants	792
2. Possible applicants	793
a. Institutions and Member States	793
b. Natural and legal persons	793

3. Reviewable acts	797
4. Grounds for annulment	798
5. Time-limit	798
6. Effect of annulment	799
B. Action for failure to act	799
C. Action for damages	800
D. Plea of illegality	801
E. Procedure for direct actions	802
II. Judicial Protection through National Courts	804
A. Possibility and Obligation to Ask a Question for a Preliminary Ruling on Validity	804
B. Subject Matter of the Question Referred for a Preliminary Ruling on Validity	805
C. Consideration of the Question for a Preliminary Ruling on Validity	806
III. Complete System of Judicial Protection?	807
<i>The Authors</i>	811
<i>Index</i>	813