Paper prepared for the 7th Euroacademia International Conference Europe Inside-Out: Europe and Europeaness Exposed to Plural Observers

Porto, 28 – 29 April 2017

This paper is a draft

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ABOUT THE EUROPEAN UNION LAW IMPLEMENTATION

Dora Resende Alves Maria Manuela Magalhães Silva

PhDs in Law Universidade Portucalense Infante D. Henrique Oporto Portugal

ABSTRACT: The integration model followed in the construction of the European Union (EU) understands the action of its institutions, which develop competences and lines of action along legislative, decision-making and sanctioning paths. All the procedures involved result in drawing up documents. Public documents through publication in the official journal or in the press; only available in the electronic address or in the EU's own publications, only accessible to interested parties or to the general public, and is in the interest of citizens, academics or institutions. Different levels of access are therefore created. The European Union is a union of common values and is based on the values of democracy, the defense of human rights and the rule of law and, as such, with a strong component of creation and respect for legal norms.

The chosen topic is the effective application of EU rules as an important strand for European citizens that affects their daily lives. To know about the European Union law implementation procedures. The problem is not always the absence of EU legislation, but rather the fact that this legislation is not always applied effectively. The implementation and enforcement of EU law is a challenge that requires greater emphasis on implementation in order to serve the general interest.

The aim of this analysis is to demonstrate that, as the Member States are primarily responsible for the implementation of EU legislation, there is still a way forward in the efficiency of European law enforcement procedures.

Considering the embryonic nature of this study, a methodology was designed that focuses on the use of the sources of European Union law, through systematic and methodologically selected normative and jurisprudential interpretation.

KEY WORDS: legislation; implementation procedures; European Union law.

Summary: Introduction; 1. The European Union and the law; 2. The law of the European Union; 3. the decision-making process in European Union law; 4. The advertising of European Union law; 5. The application of European Union law; Conclusion.

Introdution

A united Europe is not a given, it has been and remains as an option, an option that allowed the peace lived in Europe for more than 60 years, as well as other successes such as enlargement, the single market, the single currency (as the speech given by the President of the European Commission, Jean-Claude Juncker, at the Institute of European studies of the Catholic University of Louvain-la-Neuve (Belgium) entitled "Europe today and tomorrow», SPEECH/reference/341 17 of February 24th 2017) or European citizenship. Celebrated in March 25th 2017 the 60 years of the treaties of Rome that created the European Atomic Energy Community (E. A. E. C. or Euratom) (at http://eur-lex.europa.eu/collection/eu-law/treaties/treaties-founding.html). And, if it was before 1950 that

the idea of replacing the use of force with force by law had arisen, this idea of enforcing a "soft power" to prevail in conflict resolution remains current and urgent these days in which we can't allow the force to override the law.

The integration model followed in the construction of the European Union includes the action of its institutions, which develop competences and lines of action along legislative, decision-making and imposing penalties. All procedures involved result in drawing up documents. Public documents through publication in the official journal or in the press; only available in the electronic address or in the EU's own publications, only accessible to interested parties or to the general public, being of interest to citizens, academics or institutions. Different levels of access are therefore created.

The present state of uncertainty about the future of the European Union (Conceição 2016, 13) justifies a re-reading of European Union law and its application, as evidenced by recent documents released by its institutions. Thus, the theme chosen is the effective application of EU rules as an important dimension to European citizens that affects their daily lives. The problem is not always the absence of EU legislation, but rather the fact that this legislation is not always applied effectively. The implementation and enforcement of EU law is a challenge that requires greater emphasis on implementation in order to serve the general interest.

The aim of this analysis is to demonstrate that, as the Member States are primarily responsible for the implementation of EU legislation, there is still a way forward in the efficiency of European law enforcement procedures.

Considering the embryonic nature of this study, a methodology was designed that focuses on the use of the sources of European Union law, through systematic and methodologically selected normative and jurisprudential interpretation.

1. The European Union and the law

According to the Commission, the European Union is based on law, pursues its policies through legislative instruments and is based on respect for the rule of law ⁱⁱ.

The rule of lawⁱⁱⁱ is therefore a value of the European Union and one of the mottoes of European construction, both yesterday and today, present in the 1950 Schuman Declaration^{iv} or in current documents outlining the current lines of actionv. The Treaty of the European Union (TEU) sais it, now in its aticle 2 and safeguarded by the mechanism of aticle 7^{vi}. But already long before, in 1986, the case-law of the Court of Justice has pointed out that the European Union is a "Community of law"^{vii}. This idea of the rule of law is the source of the general principles of the law of judicial protection deriving therefrom in the legal order of the Union; not always expressed but common denominator that also results from the constitutional traditions common to the Member States^{viii}.

With a concept that does not coincide in the internal legal order of each Member State (the english "rule of law" or the french "l'état de droit" or the german "Rechtsstaatsprinzip"), the defense of the rule of law (Silva and Alves 2016, 238) is present in common Europe as a democratic principle and challenge^{ix}. It was identified by the Commission's President Juncker^x as one of its priorities, deserving its own portfolio within the Commission's structure with the Dutch Commissioner Frans Timmermans^{xi}.

The Economic and Social Committee is concerned xii that the accession of a new European country the EU implies that he ensure the permanence of the rule of law, following the so-called accession criteria or "Copenhagen criteria". However, there is no procedure, other than the already mentioned article 7, which provides for a form of control over respect for the rule of law after the accession of a Member State. The proper functioning of the EU stems from mutual trust between the European institutions and the Member States. And the EU believes that the internal measures of the Member States respect this same principle of the rule of law, but that balance can fail even though the mechanism of article 7 TEU has never been triggered. This preventive and sanctioning remedy has an undesired political impact and a further and complementary step is therefore sought, as presented by the Commission xiii.

It is true that there is always recourse to infringement proceedings of the 258.° article 260.° TFEU, but the idea is to create a kind of prior before the threat, before the serious infringement or violation already in the application of Union law, as a means to intervene to protect the rule of law while common value, even in the form of systemic threat.

The topic is of the greatest relevance on the political agenda, and the European Parliament has even asked the European Commission requested the European Commission to present a proposal, by September 2017, on the development of a Pact of Union for democracy, the rule of law and fundamental rights^{xiv}, which was already the attention of the European Economic and Social Committee^{xv}. In any case, this should not be more than the strengthening and continuity of the rule of law framework as outlined by the Commission in document of 2014^{xvi} .

Both the EU and the Member States shall promote, in all actions, partnerships or instruments, the value of the rule of law xvii. And it will also be through education and training policy that common values and general principles of law will be maintained xviii. The education system, from early childhood to higher education, will be responsible for maintaining the skills (knowledge, skills and attitudes) essential to the exercise of democratic ideals.

2. The law of the European Union

The European Union is a union of common values and is based on the values of democracy, the defense of human rights and the rule of law^{xix} and, as such, with a strong component of creation and respect for legal norms.

The European Union is not a Federation of States, not a mere organization of cooperation between Governments. Has a unique character. The countries that belong to the EU have consolidated their sovereignty in some areas, which means, in practice, that Member States delegate some of their powers to common institutions created so as to ensure that the subjects of common interest can be decided democratically at European level^{xx}.

The Community institutions are an example of positive integration. The competences, rules and procedures that the EU institutions should follow have been established by the Treaties and are enshrined in them.

In the quadripartite institutional system laid down by the original Treaties there was an intention to avoid concentrating powers by their "founding fathers" ant this became a reference for the continuation of the process of European construction. The original communities had a more complete institutional structure than the traditional international organizations, which in general was maintained up to the present time.

The institutions of the European Union have found the general principles on their functioning laid down in the Treaties: Treaty on European Union (TEU) and Treaty on the Functioning of the European Union (TFEU). It is the original law itself which determines which determinations will arise through the secondary law published in the Official Journal of the European Union. This is how the European Union's law, in an already extensive body of legislation: regulations, directives and decisions xxi as well as recommendations and opinions. However, there are still many acts adopted by the Community institutions, some of which are provided for by articles of the Treaties and others that are not expressly provided for in the Treaties (atypical because not covered by article 288 TFEU), before born community practice (Dero-Bugny 2005, 81-104). As a rule, these are non-binding legal instruments the so-called soft law, although, at times, may be required for some services or in some contexts.

However, "[the] legislation only fully achieves its objective if it is properly applied". xxiii

3. The decision-making process in European Union law

The institutional architecture of the EU is not easy to understand at first reading xxiv. There is not only a legislative process within the framework of EU law and the documents that are part of this acquis are endowed with varying legal force. In general, the right of legislative initiative lies with the Commission xxv and the decision-making process to the Council together with the European Parliament. Is the "method of the Union", through which, essentially: the European Council defines the general political guidelines and priorities; the Commission promotes the general interest of the Union and take appropriate initiatives; the European Parliament and the Council jointly exercise the legislative function and the budgetary function, based on proposals from the Commission xxvi. The Court of Justice of the European Union represents the defense of law in the community legal order, ensuring your uniform interpretation. Organized in a system of checks and balances that was evolving along the various revisions to the treaties, with the last expression in the Treaty of Lisbon (Pais 2010).

The decision-making process takes place mostly between the institutions – the Commission, the Council and the European Parliament – with the rules and exceptions of any operative processing, however, with a legitimacy placed in doubt, mindful of the two levels including processes: the European and the Member States^{xxvii}. The so-called democratic deficit, much commented on by the quality of democracy in the EU (Moury 2016, 49). And it is a sensitive point that the EU itself tries to justify and improve the transparency of the modes of decision-making through documents that indicate it.

The European legislative process takes as essential characteristic the fact that this is a negotiation process that calls for the participation of the European institutions, the Member States and even the citizens (Marrana 2012, 7). The Council and the European Parliament share legislative power in a balance of power among the peoples and States of Europe in the public interest of the European Union (Roque 2010, 201).

There is an ordinary legislative procedure, although procedural specificities remain in several areas. It is the Treaty itself which says what the ordinary legislative procedure is and when it is a special legislative procedure (Article 289 (1) and (2) TFEU).

Although the decision-making process is also ensured by a so-called "comitology"xxviii greater accountability is sought in the decision-making process with ongoing amendments^{xxix}. The comitology committees are distinguished from other existing bodies, such as expert groups which provide expertise to the Commission, while they serve to assist it in the exercise of implementing powers conferred on it by basic legislative acts^{xxx}. Since 2011, as it prepares to adopt an implementing act, the European Commission has to consult a committee composed of representatives from each of the European Union (EU) countries about the project it proposes^{xxxi}.

4. The advertising of European Union law

The possibility of access to knowledge of law, whether national or European Union, is crucial in order to ensure the easiest possible access, these days, both the European legislation and the legislation of the Member States to give application to European instruments xxxii.

The problem of the dissemination of norms is almost as old as the general laws of the Kingdom of Portugal, which will have emerged in 1211, with the difficulties of dissemination at the time. When the first great compilation of Portuguese laws, the Afonsinas Ordinations, the issue of their term (Domingues 2008, 129) resulted from the lack of resources, making the work of 1446 only in its reformulation of 1521, already under the designation of Manueline Ordinations, was applied throughout the Kingdom of Portugal, because already could count on the press in the Kingdom since 1508.

In some way, the subject is still current, since, with new technologies, as new forms of access to legislative documents are registered. In the European Union, as of 1 July 2013, only the electronic edition of the Official Journal is authentic and produces legal effects^{xxxiii} and the adoption of this Regulation was essential step to ensure easy and direct access to EU legislation and provide security for citizens, businesses and institutions^{xxxiv}. The same has been happening at the national level since 2016^{xxxv}. Also, in January 2017, a new version of EUR-Lex went online (http://eur-lex.europa.eu/).

The publication develops in the 60 (Marrana 2012, 19) and it is in 1969 that the Office for Official Publications of the European Communities, publisher of the institutions, agencies and other bodies of the European Union, is officially established as an independent body in Luxembourg^{xxxvi}. Although the Office was only officially established as an independent body in 1969, its origins go back to the publications of the European Coal and Steel Community, which published the *Official Journal of the European Coal and Steel Community* from 1952, published the first issue in four languages (German, French, Italian and Dutch) on 30 December 1952^{xxxviii}. The Internet has had a considerable impact on the dissemination of Community information largely fed and managed by the Publications Office in the integrated portal of legislation EUR-Lex / CELEX, platforms in operation that make available all European law directly and freely (Marrana 2012, 20)^{xxxviii}.

With the entry into force of the first enlargement of the Communities on 1 January 1973, the Official Journal of the European Communities shall be published in 6 languages (until that date it was 4). On 1 January 1986, with the entry into force of the third enlargement of the Communities, it was published in 9 languages (until then it was 7). Later on, with the entry into force of the fourth enlargement of the Communities, on 1 January 1995, it became 11 languages (until then it was 9). On 1 February 2003, with the entry into force of the Treaty of Nice^{xxxix} the designation of the *Official Journal of the European Communities* to the *Official Journal of the European Union*^{x1}, by virtue of the amendment of the current article 297 TFEU then by the Treaty of Nice^{x1i}.

Official journals are thus available in the official languages of the Member States from the date of their accession. The legislation in force on the date of accession is translated and published in special editions.

The principle of publicity of the acts of the EU intends to serve the principles of legality, equality and prohibition of arbitrariness, of transparency and of legal certainty and of the protection of the confidence of EU citizens and residents.

However, once the issue of accessibility has been resolved, it does not mean that the knowledge of European citizens about EU law is guaranteed. It continues to be a focused aspect and to be kept in the action programs outlined: improving people's lives through access to justice and their daily knowledge of their rights true that many of the European programmes for legal professionals, including administrative and judicial authorities, in the sense of training, the concern extends to the general public focusing on the knowledge of the principles inherent in treaties training.

5. The application of European Union law

The Member States are responsible for the implementation of European Union law. They are primarily responsible for the application of Union law, both as regards the Treaties and secondary legislation solution. Clearly, this is so in the rules that produce direct effect, differently in the transposition of directives, and when expressly indicated in the long-term policies or guidelines. More than the 2020 horizon that covers many of the plans underway, namely in research, we are already thinking of Agenda 2030, stating that national governments are the main executives silv. But other actors are responsible for the correct and timely implementation of EU legislation, such as, of course, the European institutions themselves, and then regional and local authorities and the courts silvi.

National courts are "the "common courts" to ensure compliance with legislation and effectively contribute to its application in specific cases" National courts are then functional courts for the application of EU law and "proper application of Community law depends on the national authorities making the right decisions" how to whose support there is the mechanism of article 267 TFEU but the application also passes a lot for professional applicators 'training, not only law but specifically of judges (Alves and Bento 2015; Alves and Claro 2016) his, so the emphasis on education is always outstanding and is present in the EU's concerns. Initial, supplementary or substitute training measures are examples of actions to support this performance that are promoted by the EU to support Member States globally in their efforts to implement European legislation li.

Otherwise, and in order to reach the same point, all citizens have the possibility of recourse to the national courts, as the first judges of Community lawlii, in all situations of direct vertical effect of the rules of European Union lawliii. This path is expanding, as is the case at present, in the course of the timelimit for a directive on the private enforcement of antitrust cases involving civil liability actions with a predominantly compensatory function in which compensation is sought, compensation to compensate for the damage caused liv. Any citizen or undertaking suffering damage as a result of non-compliance with Community antitrust rules (Articles 101 and 102 TFEU) should have the possibility to seek redress from the person who caused the damage, as has long been recognized in the case-law^{lv}. The right of victims to seek compensation is now guaranteed by European Union law through secondary legislation. This subject has been greatly developed with the proposal of the European Commission which gave rise to the Directive on certain rules governing compensation actions under national law for infringements of the competition law provisions of the Member States and the European Union. This Directive is the first legislative initiative adopted through the ordinary legislative procedure in the field of competition policy. The consequent transposition into national laws should had taken place until December 27, 2016. In Portugal, there was public discussion and conferences in the field of legal practice on the subject, but there have not yet been known legislative results, which is not a matter for comment on, however, the present study lvi

Within the framework of the institutions, the Commission stands out in this area because it is present in various functions (article 17 of the TEU): it is responsible for proposing new legal acts and for proposals to amend existing ones; works in close cooperation with the Member States in the implementation of measures and bears the role of guardian of the treaties, with the authority and responsibility to ensure respect for Union law^{lvii}. It has the duty to monitor Member States' action in the implementation of EU law and to ensure that national law and practice is in conformity with it, under the control of the Court of Justice of the European Union^{lviii}. It has already been pointed out that recourse to Article 288 TFEU depends on the discretionary power of the Commission to decide whether and when to initiate infringement proceedings and to refer the matter to the Court. There is a great deal of the cases raised, showing that the guardian is attentive, although much less will they require the Court to intervene under Article 206 TFEU because of the sincere cooperation of the Member States.

Again, in this last aspect, citizens can "make a significant contribution to the monitoring carried out by the Commission, reporting on non-compliance with EU law by the Member States" Citizens' complaints deserve careful treatment but it should not be forgotten that the Commission does not have the resources to respond with an investigation to all of them, and on several occasions the Commission has stated the need to Investigation of the most serious infringements. There have been recent developments in this area concerning the handling of complaints as an important means of detecting infringements of EU law, as announced by Commissioner Margrethe Vestager, responsible for competition policy, again with an example in this policy with the launch of a new instrument to make it easier for citizens to anonymously alert the Commission about secret cartels and other antitrust infringements laid.

The issue is the effective implementation of EU rules as an important strand for Europeans, which inevitably affects their daily lives^{lxii}. The problem is not always the absence of EU legislation, but rather the fact that this legislation is not always applied effectively. The implementation and enforcement of EU law is a challenge that requires greater emphasis on implementation in order to serve the general interest.

The Union builds on mutual trust between the EU Member States and their legal systems^{lxiii} as it underlines, under the Lisbon Treaty, that Member States are primarily responsible for the implementation of EU legislation ^{lxiv}. And the task of identifying what happens from the application of Union law is not always easy, especially in the field of fundamental rights (Silveira 2014, 180).

For its part, the Union is seeking greater transparency and accountability in enforcement procedures and is concerned to give citizens the knowledge they need to know about the correct application of a very significant body of legislation. It is necessary to satisfy the legitimate expectations of the citizens about the advantages brought by the EU and its law. This means concrete measures to increase the exchange of information and the prompt and appropriate handling of questions and complaints as a means of achieving objectives and making certain the freedoms guaranteed by the Treaties. Ixv

Conclusion

Democratic values and the rule of law remain essential, from the first draft of a union in Europe to today's European Union.

The proper application of European Union law is essential to maintain and defend such values, for the EU's own success and such goes through the contribution of every citizen informed and attentive.

Education, from early childhood to university studies, should guide learners towards the highest quality civic education in order to ensure freedom and promote a culture of global peace.

The union of Europe was made by people and the people who inhabit it and with it have ties. European citizenship was the result of a construction with more than 60 years. It is the confidence of the citizens of the Union who should build the rule of law. This trust, which must be achieved and maintained, requires the correct application of European Union law, established by its institutions and based on the law of the Treaties.

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Short cv by Dora Resende Alves:

- PhD in European Law (Universidad de Vigo – Spain);

RELEVANT PROFISSIONAL EXPERIENCE

- Assistant Professor at Universidade Portucalense Infante D Henrique.
- Lawyer registered at the Portuguese Bar Association, Oporto District Center.
- Researcher at the Portucalense Institute for Legal Research and the Department of Law at Universidade Portucalense Infante D. Henrique, research line *Capital, Labour, Tax and Trade*.
- Publisher-assistant of *Portucalense Law Journal*, Porto, Universidade Portucalense Infante D. Henrique.

TEACHING: Teaches in the Law Degree the following course units: Constitutional Law, Fundamental Rights and Constitutional Justice, European Union Law, History of Law, International Law.

SCIENTIFIC ARTICLES

- Since 1998 contributes in all numbers of *Portucalense Law Journal*, Porto, Universidade Portucalense Infante D. Henrique.
- Published as a Handbook *Noções de Direito Constitucional e Ciência Política*, 3rd edition, Lisboa, Rei dos Livros, 2016.
- Participates in other specialized books and journals.

INTERNACIONAL MOBILITY: Realizes Erasmus teaching mobility.

Short cv by Maria Manuela Magalhães:

- PhD in Law (Uiversidade Portucalense – Portugal);

RELEVANT PROFISSIONAL EXPERIENCE

- Associated Professor at Universidade Portucalense Infante D Henrique.
- Researcher at the Portucalense Institute for Legal Research and the Department of Law at Universidade Portucalense Infante D. Henrique.
- Director of *Portucalense Law Journal*, Porto, Universidade Portucalense Infante D. Henrique.

TEACHING: Teaches in the Law Degree the following course units: Constitutional Law, Fundamental Rights and Constitutional Justice, European Union Law.

SCIENTIFIC ARTICLES

- Author / co-author of books and several articles and chapters in international books and reviews (Portugal; Brazil; Spain).

INTERNACIONAL MOBILITY: Realizes Erasmus teaching mobility.

 $\underline{http://www.europarl.europa.eu/pdfs/news/expert/infopress/20161020IPR47863/20161020IPR47863}\ pt.pdf.$

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