TRANSITION Transition Promotion Program

ACCESSION TO EU, TRANSPOSITION OF DIRECTIVES INTO NATIONAL LAW Petra Humlíčková Arnika

September 2016

• I. Legislative changes in Czech Republic

o II. EU law

- EU Enlargement
- How EU laws are made
- Have your say on EU law
- Type of EU law
- Application of EU law
 - Complaints
 - Infringements
 - Preliminary rulings
- Basic facts on EU
- III. Experiences of NGOs

IMPROVING HEALTH AND THE ENVIRONMENT

Pollution knows no borders – joint action needed



EU action has helped bring about:

- cleaner bathing water
- much less acid rain
- lead-free petrol
- easy and safe disposal of old electronic equipment
- strict rules on food safety from farm to fork
- more organic and quality farming
- more effective health warnings on cigarettes
- registration and control of all chemicals (REACH)

I. LEGISLATIVE CHANGES - GENERAL LAWS

- 173/1989 Coll. **Ministry of Environment** formed on 1 January 1990
- 282/1991 Coll. Act on the **Czech Environmental Inspection** and its jurisdiction in forest protection
- 388/1991 Coll. Czech National Council Act on the State Environmental Fund
- o 17/1992 Coll. Environmental Act
- All before accession to EU

| | Before EU | After EU |
|-------------------------|-----------|--------------------------|
| General Laws | Yes | No changes |
| Air | Yes | New |
| Water | Yes | New |
| Soil | Yes | Old (no directive) |
| Nature | Yes | Old (Natura 2000) |
| Aarhus Convention - EIA | Yes | New (EIA, information) |
| IPPC | No | New |
| Waste | Yes | New |
| Packaging | Yes | New |
| Mining | Yes | Old |
| Building | Yes | New (but not because EU) |
| Environmental Liability | Yes | New (use old ones) |

LEGISLATIVE CHANGES

- Most new legislation in the period of 2-3 years before accession – time pressure
- Best time to improve laws
- Directive only set goals (EIA, wastes)
- More regulations (3.000 directives/100.000 pages)
- Longer regulations
- Amendment with the new directives/regulations

ARTICLE 11 EIA DIRECTIVE

- 1. Member States shall ensure that, in accordance with the relevant national legal system, members of the **public concerned**:
 - a) having a sufficient interest, or alternatively;
 - b) maintaining the impairment of a right, where administrative procedural law of a Member State requires this as a precondition;
- have access to a review procedure before a **court of law or another independent and impartial body** established by law to challenge the substantive or procedural legality of decisions, acts or omissions subject to the public participation provisions of this Directive.
- 2. Member States shall determine at **what stage the decisions**, acts or omissions may be challenged.
- 3. What constitutes a sufficient interest and impairment of a right shall be determined by the Member States, consistently with the objective of giving the public concerned wide access to justice. To that end, the interest of any **non-governmental organisation** meeting the requirements referred to in Article 1(2) shall be deemed sufficient for the purpose of point (a) of paragraph 1 of this Article. Such organisations shall also be deemed to have rights capable of being impaired for the purpose of point (b) of paragraph 1 of this Article.
- 4. The provisions of this Article shall **not exclude the possibility of a preliminary review** procedure before an administrative authority and shall not affect the requirement of exhaustion of administrative review procedures prior to recourse to judicial review procedures, where such a requirement exists under national law.
- Any such procedure shall be **fair, equitable, timely and not prohibitively expensive**.
- 5. In order to further the effectiveness of the provisions of this Article, Member States shall ensure that **practical information** is made available to the public on access to administrative and judicial review procedures.

EU ENLARGEMENT

- 52 Fr+Ge+BeNeLux+It
- 73 − UK
- 81 Greece
- 86 Spain+Portugal
- o 95 Austria, Finland, Sweden
- 2004 Malta, Cyprus, CR, SR, Est, Hu, Lat, Lit, Pol, Slovenia
- o 2007 Bulgaria+Romania
- o 2013 Croatia

STEPS TOWARDS JOINING

- Any European country + Copenhagen criteria (1993)
 - Respects principles of liberty, democracy, human rights+freedoms, rule of law
 - Stable democracy institution
 - Market economy
 - Cooperation, administration/legislation
- DG Enlargement

STEPS TOWARDS JOINING

• West Balkans

- Stabilising and transition to a market economy
- Regional cooperation
- Eventual membership of EU
- Stabilisation and Association Agreements (SAAs) before applying for membership

STEPS TOWARDS JOINING

- Candidate for membership
- Formal membership negotiations
 - Unanimous decision by EU Council
 - EC opion on readiness
 - Screening
 - 35 Chapters (rule of law, civil society, etc.)
 - Directly x benchmarkes
 - Negotiating positions
 - Closing chapters
 - Accession treaty
 - Transitional deadlines
 - EU Council, EC, EP, all MS, candidate country

o Join EU

STEPS TOWARDS JOINING CZECH REPUBLIC

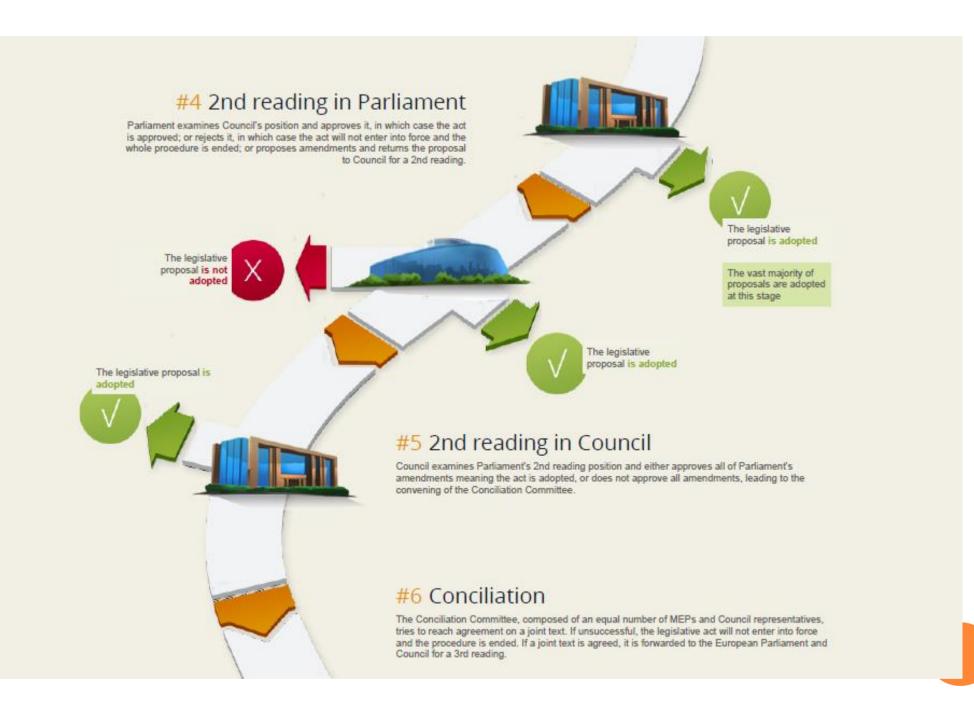
- Candidate for membership 1993
- Formal membership negotiations 1996
 - Negotiating positions 1998
 - Closing chapters 2002
 - Accession treaty 2003

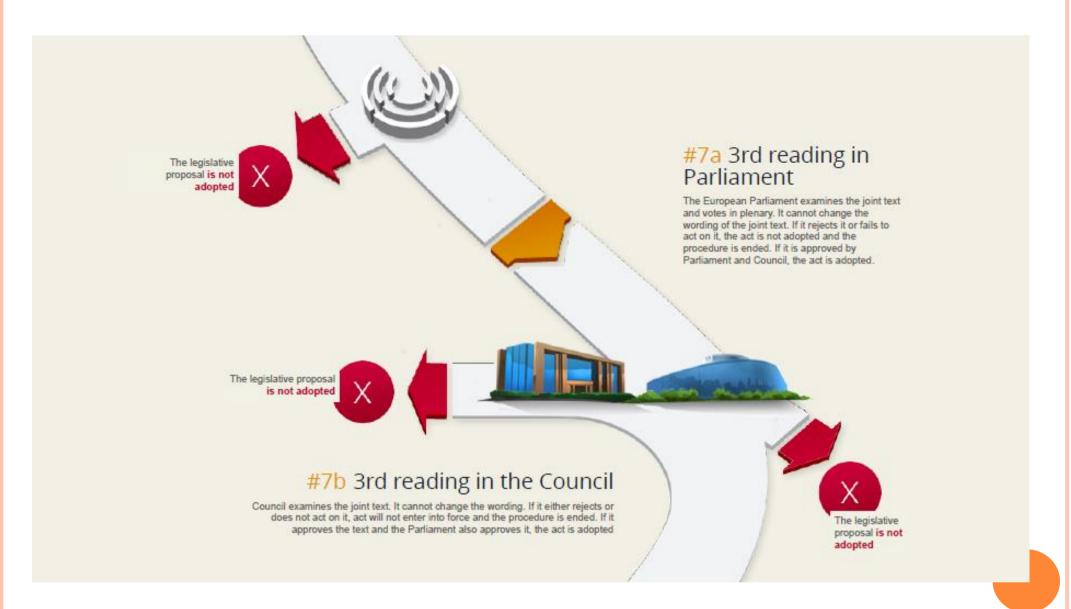
• Join EU - 2004

How EU LAWS ARE MADE









The legislative proposal is not adopted

#7b 3rd reading in the Council

Council examines the joint text. It cannot change the wording. If it either rejects or does not act on it, act will not enter into force and the procedure is ended. If it approves the text and the Parliament also approves it, the act is adopted The legislative proposal is not adopted

Proposal adopted

Once both European Parliament and Council have approved the final text of a legislative proposal, it is jointly signed by the Presidents and Secretaries General of both institutions. After signature, the texts are published in the Official Journal and become official.

- Regulations are directly binding throughout the EU as of the date set down in the Official Journal.
- Directives lay down end results to be achieved in every member state, but leaves it up to national governments to decide how to adapt their laws to achieve these goals. Each directive specifies the date by which the national laws must be adapted.
- Decisions apply in specific cases, involving particular authorities or individuals and are fully binding.

X

Proposal not adopted

If a legislative proposal is rejected at any stage of the procedure, or the Parliament and Council cannot reach a compromise, the proposal is not adopted and the procedure is ended. A new procedure can start only with a new proposal from the Commission.

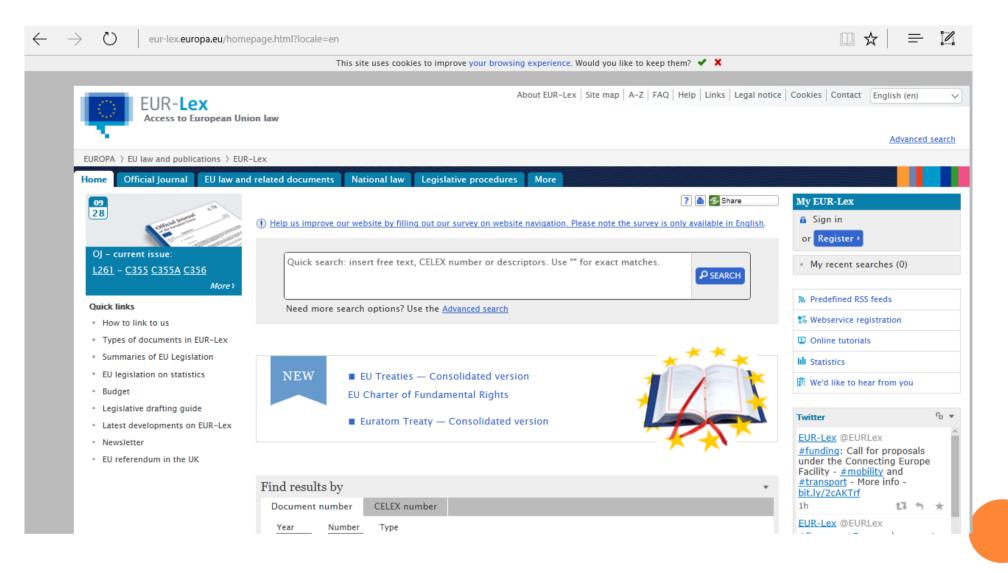
EU LAW

- Primary
 - Treaties (TFEU, TEU) are the basis or ground rules for all EU action
 - approved voluntarily and democratically by all EU member countries.
 - Treaty of Lisbon increased the number of policy areas where 'Ordinary Legislative Procedure' is used - EP also has more power to block a proposal if it disagrees with the Council

• Secondary

- regulations, directives, decisions, recommendations and opinions
- Binding x non-binding
- apply to all EU countries x to just a few
- are derived from the principles and objectives set out in the treaties

EU LAW – FIND LAW



EU LAW – FIND CASE LAW

|) U | curia.europa.eu/juris/recherche.jsf?language= | 21 | |
|--------------------------------------|---|--|--------------------------|
| VIELA | InfoCuria - Case-law of the Cour | of Justice | English (en) 🗸 |
| | Home > Search form | | |
| | | | last update 28/09 |
| | | | 🕚 Clear fields 🛛 😔 Searc |
| | Case status | O All cases Cases closed Cases pending | |
| results | Court | All Court of Justice General Court Civil Service Tribunal | |
| eferences | Case number | (ex: C-17/05; 17/05) | |
| c ses | Name of the parties | 0 | |
| ocuments | Documents | | |
| ferences nbers in | ECLI | C ECLI:EU: | |
| order | Text | | |
| nbers in rder | Period or date | | |
| descending ascending formation | | Date of delivery from to (dd/mm/yyyy) last 8 days last month last year last 5 years on (dd/mm/yyyy) | |
| | Subject-matter | 2 | |
| | Procedure and result | 2 E | |
| | References to case-law or legislation | Search in Grounds of judgment Operative part Opinion Category | |
| | Systematic classification scheme | | |

EU LAW – FIND CASE LAW



LEADING CASES OF THE EUROPEAN COURT OF JUSTICE

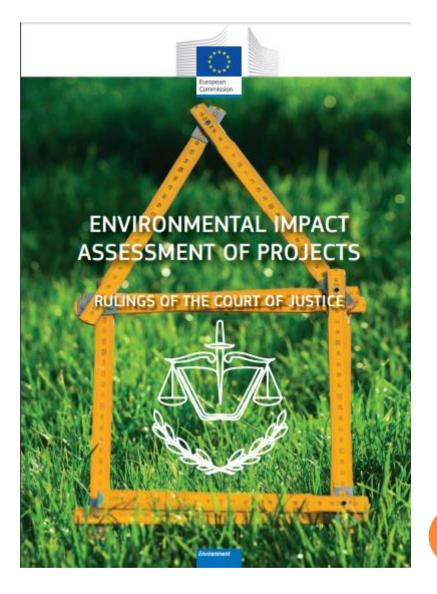
EC ENVIRONMENTAL LAW

EU LAW – FIND CASE LAW

Article 6 of the Habitats Directive

Rulings of the European Court of Justice





HAVE YOUR SAY ON EU POLICIES

o European Citizens' Initiative

- Ask the European Commission to propose legislation on an issue you care about through an ECI.
- To show it has widespread support, your initiative will need to be signed by a million EU citizens, from at least a quarter of EU member countries (7 out of the 28).

HAVE YOUR SAY ON EU POLICIES

o Public consultations

- When the Commission starts working on a new policy initiative or revises existing legislation, it usually opens a public consultation.
- Individuals, businesses and other organisations with an interest in or expert knowledge on a given topic can help shape the Commission's draft proposal before it goes to the Council and European Parliament for discussion and adoption.
- Your Voice in Europe

HAVE YOUR SAY ON EU POLICIES

o Citizen's Dialogue

• <u>Citizens' Dialogues</u> are held in cities across the EU, to listen to people's views and discuss issues people are concerned about.

o Petitions to the European Parliament

• EU citizens and residents, as well as companies and other organisations headquartered in the EU may petition Parliament on issues related to EU policy that affect them directly.

Commission at Work – Notifications and Transparency Register

- To be notified by e-mail of new roadmaps and/or public consultations, subscribe to <u>Commission at Work Notifications</u>.
- If you represent an organization or you are a self-employed individual involved in activities that influence the EU institutions' policymaking and decision-making processes, subscribe to the <u>EU Transparency Register</u>.

EU LAW – TYPES OF SECONDARY LAWS

• Regulations

- A "regulation" is a binding legislative act
- It must be applied in its entirety across the EU
- National level procedural rights
- Fisheries, chemicals, ozon layer, CITES

EU LAW – TYPES OF SECONDARY LAWS

• Directives

- A "directive" is a legislative act that sets out a goal that all EU countries must achieve.
- However, it is up to the individual countries to devise their own laws on how to reach these goals.
- Water Framework Directive, EIA, Waste Framework Directive, Clean Air Directive

EU LAW – TYPES OF SECONDARY LAWS

• Decisions

- A "decision" is binding on those to whom it is addressed (e.g. an EU country or an individual company) and is directly applicable.
- Recommendations
 - A "recommendation" is not binding. When the Commission issued a recommendation, this did not have any legal consequences.
 - A recommendation allows the institutions to make their views known and to suggest a line of action without imposing any legal obligation on those to whom it is addressed.
- Opinions
 - An "opinion" is an instrument that allows the institutions to make a statement in a non-binding fashion, in other words without imposing any legal obligation on those to whom it is addressed.
 - An opinion is not binding.
 - It can be issued by the main EU institutions (Commission, Council, Parliament), the Committee of the Regions and the European Economic and Social Committee.
 - While laws are being made, the committees give opinions from their specific regional or economic and social viewpoint. For example, the Committee of the Regions issued an <u>opinion on the clean air policy package for Europe</u>.

APPLICATION OF EU LAW

- EU law which has equal force with national law confers rights and obligations on the authorities in each member country, as well as individuals and businesses.
- The authorities in each member country are responsible for implementing EU legislation in national law and enforcing it correctly and timely, and they must guarantee citizens' rights under these laws.
- European Commission acts as a Guardian of the Treaty (TFEU) and oversees the application of EU law under the supervision of the Court of Justice of the European Union.

APPLICATION OF EU LAW

- Complaint infringement procedure
- Infringement procedure
- Preliminary ruling

MAKING A COMPLAINT

- EC confirm to you that it has received your complaint within 15 working days.
- Within the following 12 months, EC will assess your complaint and aim to decide whether to initiate the formal infringement procedure against the Member State in question.
- If the issue that you raise is especially complicated, or if the European Commission needs to ask you or others for more information or details, it may take longer than 12 months to reach a decision.
- If the European Commission decides that your complaint is founded and initiates the **formal infringement procedure** against the Member State in question, it will inform you and let you know how the case progresses.
- If the European Commission thinks that your problem could be solved more effectively by any of the available **informal or out-of-court problem-solving services**, it may propose to you that your file be transferred to those services.
- If the Commission decides your problem does not involve a breach of Union law, it will inform you by letter before **it closes your file**.
- At any time, you may give the European Commission **additional material** about your complaint or ask to meet representatives of the European Commission.
- EC disreation
- Compensation national courts

MAKING A COMPLAINT

- o use the standard complaint form
- Any official EU language
- how national authorities have infringed Union law
- which is the Union law that have been infringed
- Give details of any steps you have already taken to obtain redress.
- o via internet: <u>online complaint form</u>
- **by post**: European Commission Secretary-General B-1049 Brussels BELGIUM

MAKING A COMPLAINT

Press | Archives | A-Z Index | Sitemap | About this site | Legal notice | Cookies | Contact | Search English (en)

-



EUROPEAN COMMISSION

European Commission > Complaints

Complaints

| | Ma | king | 1 2 | COL | mn | lai | int | ł |
|---|------|-------|-----|-----|----|-----|-----|---|
| • | IVIC | VIIII | J a | COI | пp | a | | L |

Multiple complaints

Alleged breach of Union law by a member state

I. IDENTITY AND CONTACT DETAILS

1. INDIVIDUALS

Complaint form

| First name (mandatory): | |
|-------------------------|--|
| Surname (mandatory): | |

2. BUSINESSES OR ORGANISATIONS

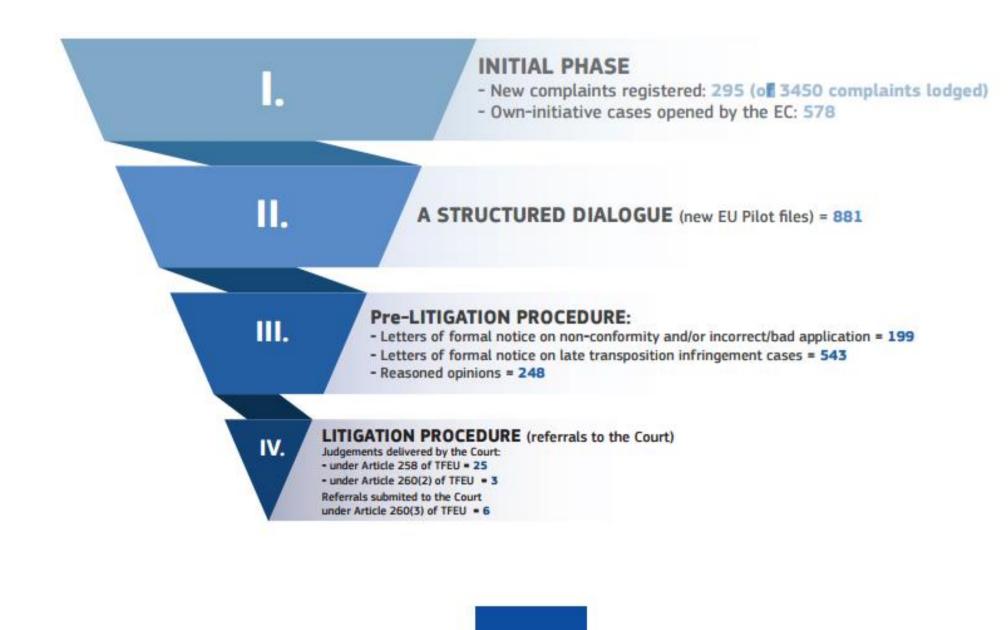
| Name | (mandatory): | |
|------|--------------|--|
| Name | (manuatory). | |

Sector / field of activity and location(s) where active

3. ADDRESS OR REGISTERED OFFICE

Please inform the European Commission of any changes to your address and any event likely to affect the

MONITORING THE APPLICATION OF EU LAW IN 2015



INFRINGEMENT PROCEDURE

- EC against an EU country that fails to implement EU law.
- EC may refer the issue to the Court of Justice, which in certain cases, can impose financial penalties.
- EC identifies possible infringements of EU law on:
 - the basis of its own investigations
 - following complaints from citizens, businesses or other stakeholders.

• Early settlement

- EC first tries to solve the problem informally with the EU country concerned. The EU country can provide factual and/or legal information on the potential violation of EU law.
- The goal is to find a quick solution in compliance with EU law and avoid the need for a formal infringement procedure.

INFRINGEMENT PROCEDURE

• Formal procedure

- If the EU country concerned fails to communicate measures that fully transpose the provisions of directives, or doesn't rectify the suspected violation of EU law, the Commission may launch a formal infringement procedure. The procedure follows a number of steps laid out in the EU treaties, each ending with a formal decision:
- The Commission sends a **letter of formal notice** requesting further information to the country concerned, which must send a detailed reply within a specified period, usually 2 months.
- If the Commission concludes that the country is failing to fulfil its obligations under EU law, it may send **a reasoned opinion**: a formal request to comply with EU law. It explains why the Commission considers that the country is breaching EU law. It also requests that the EU country inform the Commission of the measures taken, within a specified period, usually 2 months.
- If the EU country still doesn't comply, the Commission may decide to refer the matter to the **Court of Justice**. Most cases are settled before being referred to the Court.
- If an EU county fails to communicate measures that implement the provisions of a directive in time, the Commission may ask the Court to impose **penalties**.
- If the Court finds that a country has breached EU law, the national authorities must take action to comply with the Court judgment.

INFRINGEMENT PROCEDURE

• Non-compliance with a Court decision

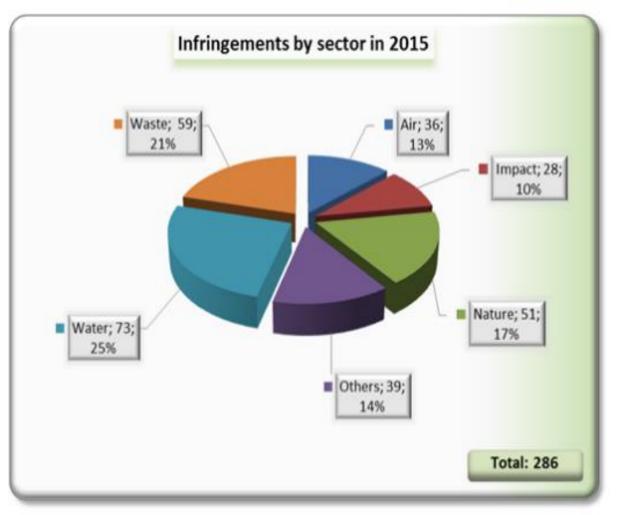
• If, despite the Court's judgment, the EU country still doesn't rectify the situation, the Commission may refer the country back to the Court.

• Financial penalties

- When referring an EU country to the Court for the second time, the Commission proposes that the Court impose financial penalties, which can be either a **lump sum and/or a daily payment**.
- These penalties are calculated taking into account:
 - the importance of the rules breached and the impact of the infringement on general and particular interests
 - the period the EU law has not been applied
 - the country's ability to pay, ensuring that the fines have a deterrent effect
- The amount proposed by the Commission can be changed by the Court in its ruling.
- Publication of infringement decisions
 - Before non public

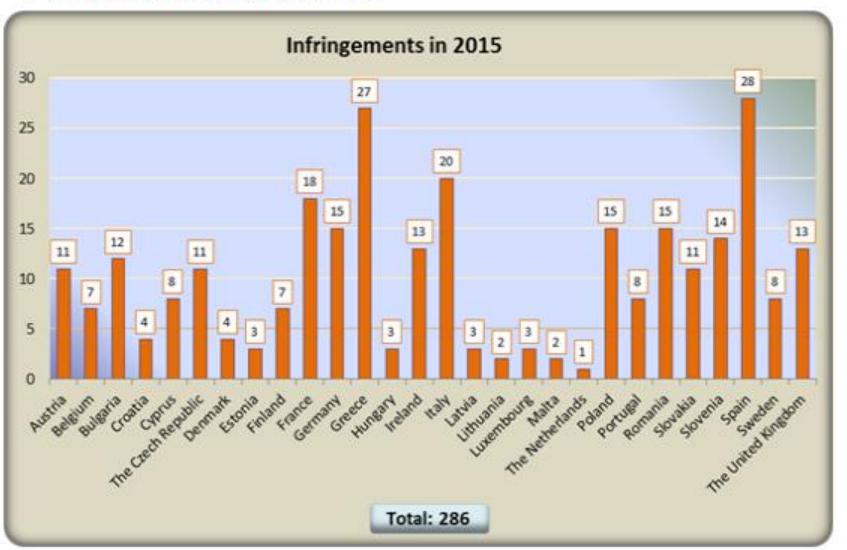
INFRINGEMENT PROCEDURE

• Infringements by environmental sector



INFRINGEMENT PROCEDURE

Infringements per Member State



PRELIMINARY RULING

- before the Court of Justice of the European Union (CJEU)
- This procedure is open to all Member States' national judges. They may refer a case already underway to the Court in order to question it on the interpretation or validity of European law.
- In contrast to other judicial procedures, the reference of a preliminary ruling is therefore not a recourse taken against a European or national act, but a question presented on the **application of European law**.
- The reference for a preliminary ruling thus promotes active cooperation between the national courts and the Court of Justice and the uniform application of European law throughout the EU.
- Non binding recommendations (2012)

PRELIMINARY RULING

- Any national court to which a dispute in which the application of a rule of European law raises questions (original case) has been submitted can decide to refer to the Court of Justice to resolve these questions. There are two types of reference for a preliminary ruling:
 - a reference for a ruling on the **interpretation** of the European instrument (primary law and secondary law): the national judge requests the Court of Justice to clarify a point of interpretation of European law in order to be able to apply it correctly;
 - a reference for a preliminary ruling on the **validity** of a European instrument of secondary law: the national judge requests the Court of Justice to check the validity of an act of European law.
- The reference for a preliminary ruling is therefore a reference from one judge to another. Although a referral to the Court of Justice may be requested by one of the parties involved in the dispute, the decision to do so rests with the national court.
- National courts which act as a final resort, against whose decisions there is no judicial remedy, are obliged to make a reference to the Court of Justice for a preliminary ruling, unless the Court has already ruled on the matter or the interpretation of the EU rule of law in question is obvious.
- In contrast, national courts which do not rule in final resort are not obliged to exercise the reference for a preliminary ruling, even if one of the parties requests it.
- In any case, all national courts must immediately refer a matter to the Court of Justice in cases of doubt regarding the interpretation of a European provision. However, they must submit to the Court a reference for a preliminary ruling when they have doubts regarding the validity of an act issued by a Union institution, body, office or agency.
- The Court of Justice only gives a decision on the constituent elements of the reference for a preliminary ruling made to it. The national court therefore remains competent for the original case.
- On principle, the Court of Justice must answer the question put to it. It cannot refuse to answer on the grounds that this response would be neither relevant nor timely as regards the original case. It can, however, refuse if the question does not fall within its competence.

PRELIMINARY RULING

• Effects of the reference for a preliminary ruling on national proceedings

• The submission of a reference for a preliminary ruling calls for national proceedings to be stayed until the Court has given its ruling.

• General scope of preliminary rulings

- The Court of Justice Decision has the force of res judicata. It is **binding** not only on the national court on whose initiative the reference for a preliminary ruling was made but also on all of the national courts of the Member States.
- In the context of a reference for a preliminary ruling concerning validity, if the European instrument is declared invalid all of the instruments adopted based on it are also invalid. It then falls to the competent European institutions to adopt a new instrument to rectify the situation.

PRELIMINARY RULING - EXAMPLE

• Article 9(3) of the Convention on access to information, public participation in decision-making and access to justice in environmental matters approved on behalf of the European Community by Council Decision 2005/370/EC of 17 February 2005 does not have direct effect in European Union law. It is, however, for the referring court to interpret, to the fullest extent possible, the procedural rules relating to the conditions to be met in order to bring administrative or judicial proceedings in accordance with the objectives of Article 9(3) of that convention and the objective of effective judicial protection of the rights conferred by European Union law, in order to enable an environmental protection organisation, such as the Lesoochranárske zoskupenie, to challenge before a court a decision taken following administrative proceedings liable to be contrary to European Union environmental law.

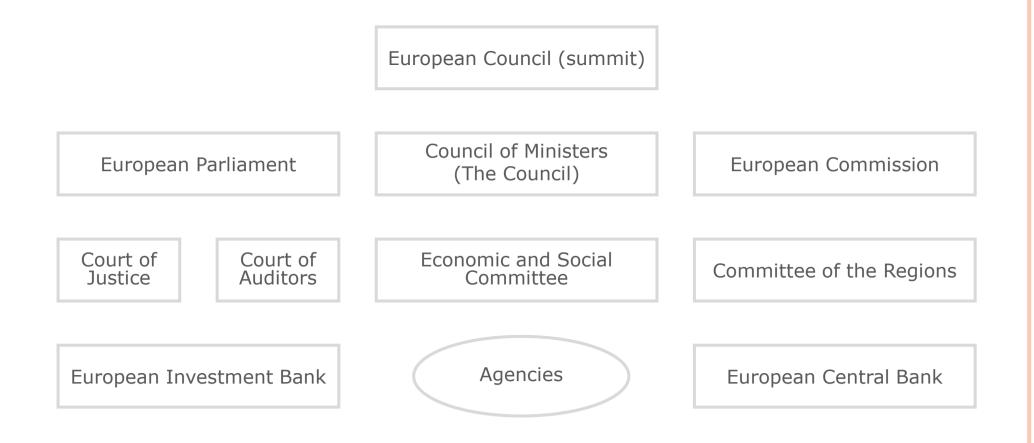
• (C-240/09)

CJEU AND YOU

- If you as a private individual or as a company have suffered damage as a result of **action or inaction by an EU institution** or its staff, you can take action against them in the Court, in one of 2 ways:
 - indirectly through **national courts** (which may decide to refer the case to the Court of Justice)
 - directly before the General Court if a decision by an EU institution has affected you directly and individually x never in environmental cases x ACCC

EU BASIC FACTS

THE EU INSTITUTIONS



THREE KEY PLAYERS



The European Parliament

- voice of the people

Martin Schulz, President of the European Parliament





The European Council and the Council - voice of the Member States Donald Tuck President of the European Coun

Donald Tusk, President of the European Council

The European Commission

- promoting the common interest

Jean-Claude Juncker, President of the European Commission

THE EUROPEAN PARLIAMENT - VOICE OF THE PEOPLE

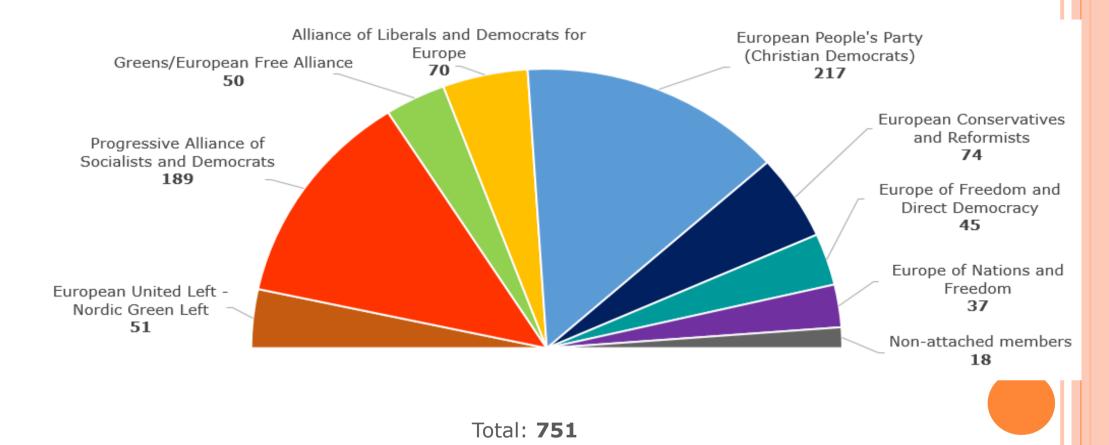
Decides EU laws and budget together with the Council of Ministers Democratic supervision of all the EU's work

Number of members elected in each country

| Austria - 18 | Germany - 96 | Netherlands - 26 |
|----------------------|-----------------------|----------------------|
| Belgium - 21 | Greece - 21 | Poland - 51 |
| Bulgaria - 17 | Hungary - 21 | Portugal - 21 |
| Croatia - 11 | Ireland - 11 | Romania - 32 |
| Cyprus - 6 | Italy - 73 | Slovakia - 13 |
| Czech Republic - 21 | Latvia - 8 | Slovenia - 8 |
| Denmark - 13 | Lithuania - 11 | Spain - 54 |
| Estonia - 6 | Luxembourg - 6 | Sweden - 20 |
| Finland - 13 | Malta - 6 | United Kingdom - 73 |
| France - 74 | | |

THE EUROPEAN POLITICAL PARTIES

Number of seats in the European Parliament per political group (July 2015)



Council of Ministers – voice of the Member States

- One minister from each EU country
- Presidency: rotates every six months
- Decides EU laws and budget together with Parliament
- Manages the common foreign and security policy



COUNCIL OF MINISTERS - HOW THEY VOTE

Most decisions in the Council are taken by 'double majority'.

A decision must have the support of at least:

- 55 % of Member States (16 countries)
- Member States that represent 65 % of the EU's population

SUMMIT AT THE EUROPEAN COUNCIL

Summit of heads of state and government of all EU countries

- Held at least 4 times a year
- Sets the overall guidelines for EU policies
- President: Donald Tusk



The European Commission – promoting the common interest

28 independent members, one from each EU country

- Proposes new legislation
- Executive organ
- Guardian of the treaties
- Represents the EU on the international stage



The Committee of the Regions: voice of local government

353 members

- Represents cities and regions
- Advises on new EU laws and policies
- Promotes the involvement of local government in EU matters



The Court of Justice – upholding the law

28 independent judges, one from each EU country

- Rules on how to interpret EU law
- Ensures EU countries apply EU laws in the same way



GETTING IN TOUCH WITH THE EU

Questions about the EU? Europe Direct can help



- By phone, email or webchat
- Over 500 regional information centres

europa.eu/europedirect

III. EXPERIENCES OF NGOS

- For x against accession
 - Reasons, partners
- Information campaigns
 - For NGOs
 - For wide public
 - EU/EU actualities/lobbying/content of directives
- Monitoring of MEP
- Accession procedure
 - Each year reports on each chapter
 - Information from MoE (negotiators)
- Networking
 - EU NGOs/NGOs from EU MS

III. EXPERIENCES OF NGOS

- Capacity building
 - Seminars, conference (e.g. EEB)
 - Model solutions
- "New" national campaigns
 - Fulfill EU law
- Part of EU campaings
 - petitions, lobbying of MEP, citizen initiative, your voice in europe
- Model solutions
 - Lack of time
 - Hard to change
 - Verify suitability (corruption effect, etc)
- EU funds
 - Support for NGOs
 - Effective envi protection
 - EU law enforcement

Thank you for your attention!