
Table of contents

Part I. Introduction: the Handbook in 2020	9
1. Secondary legislation – A topic in constant flux	10
2. Secondary legislation – The label remains the same	11
Part II. History of secondary legislation	13
1. Secondary legislation timeline – how we got to where we are today	14
A. Making rules on the fast track – The Genesis of Comitology	15
B. 8 main stages in the eventful life of secondary legislation	16
2. Maastricht Treaty 1993: The European Parliament fights for its rights	16
3. The 1999 decision: A role for the EP, but a marginal one	17
4. Draft Constitutional Treaty 2004: Equality for the EP?	18
5. The 2006 reform: Picking up the pieces	18
6. Lisbon Treaty 2009: The spirit of the Constitution returns	20
7. Frans’ Labyrinth: Better Regulation and Better Law-making	21
8. The 2017 proposal: Passing the buck or sharing the burden?	22
Part III. Why secondary legislation is more important than ever	23
1. Secondary legislation is omnipresent	24
2. The tip of the iceberg – EU secondary legislation is the hidden power	24
3. Towards the lowest common denominator – Framework Directives	25
4. The Climate Change package – A frame with an unfinished painting	25
5. The Animal Health Law – Delegation en masse	26
6. The cascade effect	27
7. The importance of trilogues	27
8. Better late than never – MEPs sit up and take notice	28

Part IV. Overview of EU secondary legislation today	29
1. After Lisbon – The Regulatory Procedure with Scrutiny lives on	30
A. In a nutshell, the 2006 reform came down to 3 key points	30
2. The Lisbon Treaty – A Legal Revolution	31
3. What the Lisbon Treaty says about secondary legislation	32
4. The result? 3 co-existing régimes	33
5. Secondary legislation – An institutional tug-of-war	34
A. Before Lisbon: Commission and EP in two different camps	34
B. After Lisbon: Commission and EP versus the Council	34
6. A new relationship – The 2016 Inter-institutional Agreement on Better Law-making	36
Part V. Regulatory Procedure with Scrutiny	37
1. The RPS – A hangover from the pre-Lisbon era	38
2. Navigating through the Regulatory Procedure with Scrutiny	39
A. Only the Commission has the power to draft and propose	39
B. When the Regulatory Committee votes, there are two options	39
OPTION A – If the Committee approves the draft measure, the European Parliament and Council come into play	40
OPTION B – If the Committee rejects the draft measure or gives ‘no opinion’, the Council is in the driving seat	41
Part VI. Delegated acts	45
1. The Lisbon Treaty regime of delegated acts was a revolution	46
2. An overview of the process for adopting delegated acts	47
3. Determining the mandate – A key element!	48
A. What is the mandate for delegating power to the Commission?	48
4. ‘Decide’ – Early political validation of proposals	49
5. If significant, the Commission will publish a Roadmap or Inception Impact Assessment	49
6. Impact assessment – Still the exception, not the rule	50
7. Consultation with EU agencies and bodies	51
8. Expert Groups – An important and positive development	52
9. BUT the opinions of Expert Groups are not binding on the Commission!	53
10. The impact of the Inter-institutional Agreement on Better Law-making	53
11. Four-week consultation – A new era of openness	54

12. The Commission adopts the delegated act	55
13. Scrutiny by the European Parliament and Council	56
14. The EP/Council veto has been used periodically	57
15. A move away from bundling?	57
16. Urgency procedure for delegated acts	58
17. Fundamental difference between delegated and implementing acts	59
18. How to identify delegated acts in a legislative act	60
Step 1 – Are there delegated acts?	60
Step 2 – Identifying timeframes and deadlines	60
Step 3 – Is there a right of revocation?	61
Step 4 – Is there a right of objection?	61
19. Influencing the Commission’s exercise of delegated power	62

Part VII. The ‘Lisbonisation’ Process **65**

1. A system lost in transition	66
2. Lisbonisation is not a straightforward process	66
3. How Lisbonisation works in practice	67
A. The Commission screens the legislative act and proposes amendments	67
B. The proposal must then go through the ordinary legislative procedure	67
4. Some EU policy areas have already been Lisbonised	68
5. The switch to an Omnibus approach	68
6. The 2013 Omnibuses proposed automatic alignment	69
7. A wall of Member State opposition	69
8. Lisbonisation, the sequel: more case-by-case	70
9. In early 2019, there was danger of stalemate yet again...	70
10. Goodbye to the Regulatory Procedure with Scrutiny?	71
11. Endocrine disruptors – An infernal duality of procedures	72

Part VIII. Implementing acts	73
1. Implementing acts are technical measures that implement rather than complement or amend	74
2. Regulation 182/2011 – The legal framework	74
3. Main changes introduced by Regulation 182/2011	75
A. Under Regulation 182/2011, the system is fundamentally different	75
4. Regulation 182/2011 created two procedures – Examination and advisory	76
5. An overview of the process for adopting implementing acts	77
6. The preliminary stages of drafting an implementing act (1)	78
7. The preliminary stages of drafting an implementing act (2)	79
8. The preliminary stages of drafting an implementing act (3)	80
9. Navigating through the examination procedure	81
A. The Commission drafts and proposes	81
B. When the Examination Committee votes, there are 3 possibilities	81
OPTION A – The Examination Committee approves	82
OPTION B – The Examination Committee rejects	82
OPTION C – The Examination Committee delivers ‘no opinion’	83
10. The Appeal Committee – A second instance for the Commission	85
11. GMOs and PPPs – An epidemic of ‘no opinions’	86
12. The solution – Amending Regulation 182/2011	86
13. The 2017 proposal in a nutshell	87
14. How the advisory procedure works	88
15. The examination and advisory procedures may take the electronic route	89
16. The EP’s role in implementing acts is marginal	90
17. Implementing acts – Special Procedures	91
A. Adopting implementing acts in exceptional cases	91
B. Urgency procedure: immediately applicable implementing acts	91
18. Trade defence instruments are now governed by implementing acts	92
A. TDIs are adopted under the examination procedure...with some differences	92
19. Identifying implementing acts in a legislative act	93
Step 1 – Dealing with implementing acts?	93
Step 2 – Which committee is responsible?	93
Step 3 – Which procedure applies?	94
Step 4 – What will be decided via implementing acts?	94

Part IX. Secondary legislation in the EU courts **97**

1. Using the Courts as a last resort 98
 - A. In the past, options to challenge EU legal acts were very restricted for stakeholders 98
2. The Lisbon Treaty opened the door to more cases before the EU Courts 99
 - A. Before Lisbon, there were only two categories – now, under Article 263(4) TFEU, there are three 99
3. The new category – 3 conditions for challenging secondary legislation under Article 263(4) TFEU 100
 - A. The legal act must be a regulatory act 100
 - B. The regulatory act must be of direct concern to the person involved 100
 - C. The regulatory act must not entail implementing measures 100
4. The post-Lisbon landscape is a legal minefield 101
5. Key judgments on post-Lisbon secondary legislation 102
6. The Orphacol case – A legal imbroglio 103

Part X. Post-Lisbon European Lobbying **105**

1. Post-Lisbon european lobbying 106
2. Lobbying on legislative acts and lobbying on secondary legislation – Two totally different battlegrounds 107
3. How can you integrate secondary legislation into your lobbying strategy? 108
 - A. First of all, equip yourself with the necessary tools 108
 - B. Lobbying on secondary legislation starts with the proposal for a legislative act 109
 - C. Lobbying on secondary legislation is often a battle 109