

CUPRINS

Preface	7
1. Prolegomena	9
2. Principles underlying the european union institutional legal order	44
2.1. Fundamental principles.....	46
2.2. Principles of the European institutional structure.....	55
2.3. Principles relating to the relationship between the	62
2.4. Principles relating to the adoption of Community acts	77
3. Sources of the institutional community legal order	80
3.1. Constitutive and institutive treaties. Originary/primary sources	80
3.2. Regulations issued by the European Union institutions. Derivated/secondary sources	83
3.4. European Union jurisdiction.....	93
3.5. Custom.....	94
4. European Union's legal instruments	98
4.1. General considerations.....	98
4.2. Legal acts of the European Union institutions.....	100
4.3. Qualification of European Union legal acts.....	117
4.4. Motivating European Union legal acts	118
5. The governance of the European Union	121
5.1. Principles of the European governance	121
5.1.1. <i>Principle of specialization</i>	123
5.1.2. <i>Principle of subsidiarity</i>	123
5.1.3. <i>Principle of proportionality</i>	124
5.2. The amendments brought to the Lisbon Treaty regarding the governing principles.....	125
5.3. The legislative procedure.....	128
5.3.1. <i>Legislative competences of the E.U. institutions</i>	128
5.3.2. <i>Consultation</i>	129

5.3.3. Cooperation.....	131
5.3.4. Ordinary legislative procedure (the co-decision)	132
5.3.5. The assent	136
5.3.6. The absence of the European Parliament intervention	137
6. Budgetary procedure	138
6.1. General considerations.....	138
6.2. Budget structure.....	140
6.3. Budgetary competences of the E.U. institutions.....	142
6.4. Budgetary procedure.....	143
6.5. Budget execution and discharging.....	145
7. The legal nature of the European Union	146
7.1. Before Lisbon Treaty	146
7.1.1. Delimitation of the European Union powers to the jurisdiction of the member states	146
7.1.2. The European integration implies a transfer of the right to exercise sovereign powers of the states to the EU institutions	149
7.1.3. The transfer of the right of exercise of sovereign powers does not mean the transfer, in whole or in part, of sovereignty or attributes	150
7.1.4. The legal nature of the European Union competences	151
7.1.5. The situation before the Lisbon Treaty, related to the transfer to Community institutions of the right to exercise certain sovereign powers remains, as long as the state that consents it remains as a member of the European Union	153
7.1.6. The legal content of the transfer of the right to exercise sovereign powers of the state	157
7.1.7. The application of the Community legal order in cooperation with the national law.....	158
7.1.8. Conflict situations that may arise between Community rules and the provisions of national law	159
7.2. International legal personality of the European Union after Lisbon Treaty ..	163
7.2.1 The legal personality of the European Union	163
7.2.2. The decision-making process in foreign policy and security policy system	164
7.2.3 The High Representative of the Union for Foreign Affairs and Security Policy	164
7.2.4 European Security and Defence Policy.....	165
References.....	167

1. PROLEGOMENA

GENERAL CONSIDERATIONS

Europe is a dynamic reality, whose construction started many centuries ago, since ancient times. A purely legal approach of the European geopolitical concept would be at least restrictive, if not irrelevant.

Approaching the European topic without mentioning anything about its history may give the impression that it is deprived of identity. The historical development, in continuity, is based on the past values and aims at the future architecture. Yet, however, in this work it is not felt a too pressed touch of the historical approach since it assumes that the past prefigures, not configures, and the hazard and human free will determine the present and, equally, ensure continuity.

Europe, contured by geography and patterned by history, proves its existence by the created civilization since the times when Greek mythology has assigned it the name it bears to this day. The future of the European concept must be based on values that, since antiquity, and even prehistory, gradually enriched Europe through creativity in its unity and diversity, including in a wider global context.

The key problems of European history have been addressed over time in multiple aspects: economic, political, social, religious, cultural. They are the result of the long historiography tradition, starting from Herodotus and reaching the new concepts developed in Europe during the twentieth century, especially in recent decades, concepts that renewed deeply the history science.

ANTIQUITY

Both the name of Europe and the idea which it contains, have existed since the earliest times of civilization within the territory of the old continent, since the period to which the Greek legends relate to. In the eighth century BC, for the Phoenician sailors, the term designated the sunset. At its inception, Europe was also a myth, not just a given geographic retrieval, because in the mythology we see that Europe was born somewhere in the East, in the person of the daughter of Agenor, king of Phoenicia, ancient space where today Lebanon is located. Mythology relates that Europe was abducted by Zeus, who fell in love with her. Changed into a bull, he took Europe to Crete, and from their love was born Minos, king of civilization and law maker, who after his death became one of the three judges of hell.

The Greeks were the ones who gave the name of Europeans to the inhabitants of the western extremity of the Asian continent. For the Greeks, the contrast between East and West - Europe mingling with the latter - is a potential fundamental conflict of civilizations. Thus, the opinion expressed by the famous ancient Greek physician Hippocrates (end of fifth century BC, the beginning of the fourth century BC) presented the Europeans as opposed to Asians, through the conflicts that led the Greek cities to stand up against the Persian Empire and which constituted one of the first manifestations of the antagonism West - East.

From Hippocratic statements it appears that Europeans were brave, warlike, combative, while Asians were wise, cultured, peaceful. In this context, Hippocrates said that Europeans love freedom and are willing to fight and even to sacrifice their life for it.

Another difference that emerges from the mentioned writings refers to the political regime of the two types of civilization. While for the Europeans the agreed form of state organization was democracy, for the Asians it was more convenient to accept servitude, if it brought prosperity and tranquility. In fact, this image of Orientals has persisted over time, even until the eighteenth century AD, when European enlightenment philosophers developed the theory of "enlightened despotism" as being the political system best adapted to the conditions of Asia. Following the same logic, in the nineteenth century, Marxism defined an Asian manufacturing as the base of authoritarian regimes.

In conclusion, ancient Greece sent Europe the democratic model and the theories which emphasize the opposition between the cultural model of the West with that of Asia. In this context, among the cultural values of the Antiquity, taken later by the European culture, we distinguish four cultural emblematic elements of that period:

- the hero who turns to Christianity, becoming a martyr and saint;
- humanism, changed in its turn through the influence of Christianity;
- religious edifice, the temple being reduced to church;
- wine, that through Romans aristocracy became both the favorite beverage of aristocracy and the sacred liturgy liquid.

Also, it can be said that, from an institutional perspective, the most important Greek contributions are:

- city (polis), the forerunner of the medieval city;
- the concept of democracy, which would materialize only after the end of the Middle Ages;
- the name of Europe.

In the context of the topic that we address, it must be noted that the history that appears from the written sources of Europe reveals several characteristic aspects. First, the fact that, in the Greco-Roman antiquity, Europe means "civilized world" who lived in the largest area of the Mediterranean basin, outside it being the "Barbarians¹", those who composed the outside world.

In other news, it was mentioned that one of the first examples of political organization in the world of ancient Hellas is the Greek cities states. They were inhabited by populations that are considered foreign to each other, but have formed a union with a military character in order to cope with the danger represented by the Persian attacks. These forms of organization specific to that period are known as amfictions², forms of organization that bring together states fortress into a confederation, from the military, religious, and legal perspective. Having met during this meeting, the representatives of all the Hellenic cities were sent periodically³ to discuss issues of common interest, of religious and military

¹ The term sanskrit meaning "fool", "stupid"

² Corresponding to the leagues in the modern era

³ At spring, in Delphy and at fall, in the temple of Ceres, near Termopyle.

nature. During these meetings there are judged disputes arising between them, so amfictions had the role to ensure the arbitrage between cities. Also, the activities within amfictions maintained moral ties between residents of the member city, the Greeks of various fortress meeting at the sanctuaries of the same gods, sharing the same religion, which denotes the nucleus of common identity.

Also in the spirit of collaboration between the Greek cities-fortresses there exists, within the League from Delos, a common treasure deposited in the sanctuary of Apollo. The associated fortresses (Argos, Athens, Chios, Corinth, Delos, Delphi, Epidaurus, Evia, Naxos, Olympia, Samos, Tasos, Thebes) shed a tribute or provided military quotas and vessels. The confederate treasure was administred in Athens by a Council in which it was represented each of the associated⁴ cities-fortresses.

The practical way for the cooperation within the tribes took the form of a Council of tribes. It was composed of representatives of the twelve founding tribes (Dorians, Ionians, Achaeans, etc.) and originated in a very remote period, belonging to the first Greek civilization. The historiographical sources of that time indicate a very advanced representation and decision of these formations. Each of these tribes sent their delegates to the Council by two delegates (hieromemnon and pylagore), vested with the right to vote. The reunited delegates from the founding tribes had the competences to deliberate in the Council on issues of common interest concerning religious, military, legal and financial aspects. Also in this framework is agreed upon mutual understandings protection guarantees through various bills such as concluding truces in certain situations, a commitment not to turn water into the city under siege, the exchange of wounded and others. A particular specificity of the consequences discussed in the Council is that the decisions taken by representatives of the founding tribes also influence the residents free of confederation, the Council having the necessary jurisdiction to impose the latter the performance of its decisions.

After the way he it was thought, the amfictions institution with its individualistic and also universalist characteristics would have developed and could have been the germ of Greek unity and the Council could have served as a national diet.

⁴ Irina Moroianu Zlătescu Radu C. Demetrescu – Drept instituțional european și politici comunitare (European institutional Law and community policies), Casa editorială „Calistrat Hogaș”, 2001.

The roman contribution to the European construction is much richer, especially if we consider the fact that medieval Europe have descended directly from the Roman Empire.

In terms of culture, the most important heritage is the language, a fundamental element for civilizations. Europe would write and read in Latin, and when Latin lost ground to vulgar languages, after the tenth century AD, the leading languages on this linguistic heritage are: French, Italian, Spanish, Portuguese, Romanian.

Also, the Romans sent to posterity a series of architectural elements that led to the medieval European civilization, such as: building stone, arch and the manual of the arhitect theorist Marcus Vitruvius Pollio, who enjoyed a great reputation and great influence to the cultural model of the time. The advanced technical knowledge led to the construction of paved and straight roads, whose need was dictated by military considerations.

Moreover, all Romans were the ones who inspired their European successors in the art of war. An example is Vegetius Flavius V. Renatus, who, in his work "De re soldiers", that appeared around 400 AD, inspired himself from the military Roman techniques, transmitting posterity the art of war of those times.

From an institutional perspective, Roman antiquity reveals both the opposition and complementarity between village and town with its cultural dimension. The contraposition between urbanity and rusticity, started after the Roman model, was to continue in the Middle Ages, but in other forms.

Ancient Rome provides a different example of political organization than that of Hellas, resulting in the very way in which the Roman Empire was formed. It began with the unification of the peninsula, bowing to a small community at home to then get to the size of a state Progressively, Rome had to impose its Roman authority in the space around the entire Mediterranean and then to "the ends of the world", from the Atlantic to the Black Sea and the Caspian Sea.

Once expanded over "the whole world", the Roman Empire changes from the policy of fortress to the world domination policy, thus giving birth, by the force of arms, *mundus Romanus*, in a well defined geographical boundary⁵.

In the newly created concept, the Romans secured by Romanus mundus the external and internal security of the inhabitants of the empire. Also, a very

⁵ Area over which it was extended the domination of Rome in the terms contained in that era "across Europe".

important consequences to materialize this concept was the economic development, with all its advantages. It was built a dense network of roads suitable both to trade and especially to the rapid movement of military units, and within the empire there was achieved a relative stability of the Roman currency.

After the military conquests there was established a new legal, social, political and military order, known as the Roman pax, which involved organizing the empire with all its military and civilizing implications, with determining and law consequences. Trying to explain briefly and in simple way the terms introduced by Roman pax order, we can say that this meant accepting the law, the "force of law" under a unified leadership for the benefit of the free cohabitation of all citizens.

As a consequence of the innovative principles introduced by the spirit of this form of organization, the emperor Caracalla decided that all free people of the empire must become Roman citizens with a better individualized legal status. He was also the one who has created an army and a common administration, uniting the entire economic system and introducing a single currency area. In this context there were created the premises for building a society that, with some exceptions, belongs to a common culture and a common language to speak.

In the plan of the human condition, the concept of roman is equivalent to "the universal ". Thus , all citizens of the metropolis of the empire, occupied regions, enclosed or federal, could say about themselves: civis romanus sum. The new concept of "universal" plan transposed ideas especially in Stoic philosophy, and advocated the existence of a unique essence of the universe, the key value is the reason, people possessing dignity and equal rights. These views were supported by the jurists of the Roman law.

Also, in the context of the important contributions of antiquity, together with the Greek and Roman one, it is appropriate to mention the *Indo-European trifunctional ideology* widespread since ancient times. This led to the tradition according to which any society needed skilled people in three the areas necessary for the functioning of a community assembly. In this sense, there may be mentioned the priests⁶, warriors⁷ and workers⁸. The latter category was considered superior to the other two, because workers produced and innovated, being the

⁶ *oratores*, those who pray.

⁷ *bellatores*, those who fight.

⁸ *laboratores*, those who work.

blanket composed of peasants and craftsmen. This view reveals a certain promotion of the cult of work in the ideology and mentality existing around the year 1000.

Last, but not least, the string contribution from the four that were mentioned briefly in this chapter is contained in the Bible regarding the Christian conduct. It is transmitted to humanity by the Christians of the first centuries. This contribution is found very good shaped in the Middle Ages, when it can be said that God came in the thinking and history of Europe, thus being proclaimed the monotheism.

CHRISTIANITY, THE SUCCESSOR OF THE EUROPEAN UNIFICATION PROCESS IN THE MIDDLE AGES

The genesis of Europe in the medieval period can be presented systematically and also very schematically, in the following sequence of setup periods:

- The first stage, from the IV until VIII century d.Hr , is the period of the barbarian invasions and the establishment of the former Roman Empire.
- There follows a period between the VIII and IX century , dominated by the Carolingian Empire, when we discuss about a "premature Europe" but that leaves deep scars and prefigures the evolutionary directions of the later European construction.
- The period of around the year 1000 which reveals a ideation and potential Europe, rather reflected Europe in terms of ideas, concepts and philosophical thinking, rather than in terms of pragmatic life.
- The feudal Europe between the XI - XII century AD that towards its end brings a flourishing of cities, universities and scholars, and also cathedrals.
- The last period of the medieval period shapes the formation of Europe between the XIV and XV century, that was characterized by events that shook the foundation of the previous construction, but not so as to destroy the structures of pan Europe. They were not only maintained, but also adapted to the historical realities, beginning to be consilidezed in the early modern era, eighteenth and nineteenth century AD.