**TABLE OF CONTENTS**

*Foreword* ................................................................................................................................. v
  *George A. Ber mann* ................................................................................................................. v

*General Report* .......................................................................................................................... 1
  *Jean-Bernard Auby* .................................................................................................................. 1

  1. Framing the Issue ................................................................................................................. 2
    1.1. Administrative procedure? .......................................................................................... 2
    1.2. Codification or not? .................................................................................................... 3

  2. The Making of GAPAs ........................................................................................................... 4

  3. The Content of GAPAs: General Orientations ......................................................................... 5
    3.1. Scope ............................................................................................................................... 5
      3.1.1. In terms of bodies regulated .................................................................................... 5
      3.1.2. In terms of fields of administration covered ............................................................ 7
      3.1.3. As to the kinds of administrative acts included ....................................................... 8
      3.1.4. As to issues regulated ............................................................................................. 9
      3.1.5. Organisational issues ............................................................................................. 10
      3.1.6. Conflicts of interest ............................................................................................... 11
      3.1.7. Freedom of information ......................................................................................... 11
      3.1.8. Administrative liability ......................................................................................... 11
    3.2. Combination with other sources ...................................................................................... 11
    3.3. Concepts and principles .................................................................................................. 13
      3.3.1. GAPAs are more or less centred on the administrative act ...................................... 13
      3.3.2. GAPAs’s approach is more or less judicial-like ....................................................... 14
      3.3.3. Differences related to principles put forward in the GAPAs .................................... 14
      3.3.4. One procedural pattern or several? ......................................................................... 15
      3.3.5. Room for participation of lay citizens .................................................................... 16

  4. The Content of GAPAs: concrete arrangements ...................................................................... 17
    4.1. Proceedings ....................................................................................................................... 17
      4.1.1. Jurisdictional issues ................................................................................................. 17
      4.1.2. Starting up of the procedure .................................................................................... 18
      4.1.3. Parties ....................................................................................................................... 18
      4.1.4. Evidence ................................................................................................................... 20
      4.1.5. Other issues .............................................................................................................. 20
4.2. Outcome ....................................................................................21
  4.2.1. Kinds of possible outcomes ................................................. 21
  4.2.2. Obligation to issue an outcome and consequences of inertia ..22
  4.2.3. Consequences of procedural irregularities on the outcome of procedures ................................................... 23
  4.2.4. Appeals .............................................................................. 24
  4.2.5. Modification and revocation of decisions ............................ 25

5. The Evolution of GAPAs ............................................................26

6. Living without a GAPA ..............................................................27

National Reports ........................................................................... 29

Chapter 1. Australia

Iain Stewart ................................................................................ 31

1. Codification: mors codicis! ..................................................................32
  1.1. Code and codification .................................................................32
  1.2. The Code Napoléon: from book to database .................................. 35
  1.3. Is codification still possible? From scrolls to scrolling ..................... 37
    1.3.1. Life of the Code civil ............................................................37
    1.3.2. Too much codification? ..................................................... 38
    1.3.3. The French codes today .................................................... 39
    1.3.4. Codes, from books to databases ........................................ 41
  1.4. Justinian: comprehensiveness and exclusivity ..................................41
  1.5. Style, logic and audience ........................................................... 44
    1.5.1. Style and logic — Portalis .................................................. 44
    1.5.2. Audiences ...........................................................................47
    1.5.3. Legal databases ................................................................. 48
  1.6. Access to and access in (searchability) ............................................ 49

2. Australia ........................................................................................51

  2.1. Introduction ...............................................................................51
  2.2. Law online ................................................................................ 53
  2.3. Constitutive and supervisory administrative law ................................ 53
  2.4. Constitutive law of administrative procedure .................................... 55
  2.5. Supervisory law of administrative procedure .................................... 55
    2.5.1. Division of powers .............................................................. 55
    2.5.2. Courts and tribunals .......................................................... 56
    2.5.3. Binding decisions ............................................................. 56
    2.5.4. “Review” .......................................................................... 57
TABLE OF CONTENTS

2.5.5. Grounds of review .............................................................. 58
2.5.6. Exclusion of review .......................................................... 59
2.5.7. Formality and informality .................................................. 60
2.5.8. Remedies ........................................................................... 60
2.6. The “new” administrative law ................................................ 61
   2.6.1. The new legislation .......................................................... 61
   2.6.2. Fates of the new legislation ............................................. 63
   2.6.3. Prescribed Informality ...................................................... 65
   2.6.4. Standing (locus standi) .................................................... 66
   2.6.5. Access to reasons ............................................................ 67
   2.6.6. Aims of administrative law .............................................. 67
2.7. The ADJRA — Purpose and content ...................................... 68
   2.7.1. Grounds of review ........................................................... 68
   2.7.2. Innovations ..................................................................... 70
   2.7.3. Back-door innovation: damages ....................................... 71
2.8. The ADJRA — Failure ........................................................... 71
   2.8.1. Exceptions ...................................................................... 72
   2.8.2. Limited scope ................................................................. 72
   2.8.3. Conduct toward ............................................................. 73
   2.8.4. Obscurity of individual grounds ....................................... 74
   2.8.5. Obscurity of the grounds as a set ..................................... 75
3. Conclusion .................................................................................. 76
4. Appendix – 2013 ........................................................................... 76

Chapter 2. Canada et Québec
   André Braën .............................................................................. 77
   1. L’administration ................................................................. 77
   2. La procédure administrative et le fonctionnement de l’administration 78
   3. La procédure judiciaire et le contrôle de la légalité administrative ... 80
   4. En résumé ............................................................................. 81

Chapter 3. China
   Li Zhang .................................................................................. 83
   1. Chinese conception of administrative procedure ............................... 84
      1.1. An “administrative” “procedure” ....................................... 84
      1.2. Classification of administrative procedure ............................. 85
         1.2.1. Classification based on the criterion of nature of the act to be taken 86
1.2.2. Internal and external procedures ................................. 86
1.2.3. Prior and posterior procedures .................................... 87
2. Characteristics of the Chinese law of administrative procedure .... 88
  2.1. A scattered legislation .................................................. 89
    2.1.1. Sector-based regulations .......................................... 89
    2.1.2. The new tendency focused on the administrative acts ...... 89
  2.2. In search of a good balance between the guarantee of the administrative power and the protection of the citizens’ rights .... 90
    2.2.1. Recognition of the own values of the procedure .......... 90
    2.2.2. Procedural systems in favor of the citizens ................. 92
  2.3. Multiple references to foreign legal systems .................... 94
3. Prospect of a codification in China ..................................... 96
  3.1. What shall the future codification consist of? .................. 98
    3.1.1. A codification exceeding what its title means .......... 98
    3.1.2. Topics and systems to bring into the future codification ... 99
  3.2. Controversy, inertia and controversial actions ................ 100
  3.3. What objective to pursue? .......................................... 101
    3.3.1. Reification of the “procedural legality” .................... 101
    3.3.2. Affirmation of a “minimal procedural justice” in an essential law ................................................. 102

Chapter 4. Republic of Croatia
J.S.D. Dario Derda ................................................................. 107

Chapter 5. Czech Republic
Josef Staša, CSc. ................................................................. 123
  1. Scope of comparison: what do we mean by “administrative procedure”? ......................................................... 124
  2. Main features of the law on administrative procedure in the Czech Republic ..................................................... 127
  3. Codification of administrative procedure ........................................ 129

Chapter 6. Denmark
Niels Fenger ........................................................................ 135
  1. Scope of the comparison: what do we mean by “administrative procedure”? ......................................................... 135
    1.1. Procedure? .................................................................. 135
    1.2. Administrative procedure ........................................... 138
TABLE OF CONTENTS 423

1.2.1. The extent to which Danish law draw a distinction between governmental processes (which would not be subject to the rules concerning "administrative" procedure) and administrative ones ........................................ 138

1.2.2. Where is, in Danish law, located the boundary between administrative and judicial procedure? .................. 138

2. Main features of Danish law on administrative procedure (apart from whether it is codified or not) ........................................ 140
   2.1. Historical development and origin of its basic principles ...... 140
   2.2. Importance of the procedural dimension in Danish administrative law ...................................................... 141
   2.3. How far is Danish law on administrative procedure influenced by international (European) rules and standards? ...... 142

3. The extent to which Danish law on administrative procedure is codified .......................................................................................... 144

4. Time and structure of the codifies acts .............................................. 147
   4.1. When was it codified? ............................................................... 147
   4.2. How are the codes structured? Which are the main concepts that determine their architecture? .................... 148
   4.3. What room does Danish law allow to direct participation of the citizens? ........................................................ 149
   4.4. Was the codification process the occasion for a special effort in the sense of conceptualization and theorization of administrative procedure law? ................................................. 150
   4.5. Does there still exist special pieces of legislation about administrative procedure, which complement the code, or deviate from it! ................................................................. 151
   4.6. As to the effects of the codification ........................................... 151
       4.6.1. What room did it leave to jurisprudential creation? ........... 151
       4.6.2. Has it been considered as satisfactory (in terms of administrative efficiency, in terms of simplification and in terms of democratization)? .......................................................... 152

5. Areas where Danish law on administrative procedure is not codified ... 153
   5.1. Is there a (doctrinal or political) debate on codifying? .......... 153
   5.2. What are the sources of procedural administrative law (Constitution, statutory legislation, governmental regulation, soft law, case-law)? .......................................................... 153
   5.3. What room for jurisprudential creativity? ............................ 154
5.4. To what extent are administrative authorities free to adapt general rules to their own procedural needs? ..........154

Chapter 7. Estonia

Ivo Pilving .................................................................157

1. Scope of the study: what do we mean by “administrative procedure”? ........................................157
   1.1. “Procedure” ..............................................................157
   1.2. “Administrative” ......................................................159

2. Main features of the law on administrative procedure in Estonia .........160
   2.1. Historical development, origin of its basic principles ......160
   2.2. Fundamental orientations .........................................161
   2.3. Importance of the procedural dimension in the Estonian administrative law ..................162
   2.4. Main debates related to administrative procedural law ....164
   2.5. Influence of international (European) rules and standards on Estonian law on administrative procedure ..............164

3. APA as the codification of administrative procedure in Estonia ......165
   3.1. Legislative history ....................................................165
   3.2. Structure and main concepts of the APA ...................166
      3.2.1. Structure..............................................................166
      3.2.2. Administrative acts and regulatory acts ..............167
      3.2.3. Contractual procedures ....................................168
   3.3. Extent of freedom available to administrative authorities in the arrangement of their procedures ..................168
   3.4. Availability of direct participation to the citizens? ..........169
   3.5. Meaning of the codification process for the development of administrative procedural law ...................170
   3.6. Ambit of the codification ..........................................170
   3.7. Effects of the codification .........................................170
      3.7.1. Case law .............................................................170
      3.7.2. Deficits in APA ..................................................171

Chapter 8. Finland

Outi Suviranta .............................................................173

1. Introduction to the Legislation on Administrative Procedure in Finland .................................................173
2. Background for the Codification Work in Finland ..........177
### TABLE OF CONTENTS

3. Drafting of the APA of 1982: Citizen-Salient Approach ........................ 178
4. Structure of the APA of 2003 .................................................................. 180
5. Ambit of the Codification ....................................................................... 181
6. Direct Participation of Individuals ............................................................ 182
7. Margin of Freedom of Administrative Authorities in Arranging their Procedures .................................................................................. 183

**Chapter 9. France**

*Stéphane Braconnier* .............................................................................. 187

1. Introduction: A quick approach to French administrative law .......... 187
   1.1. The historical origins and the sources of French administrative law and procedure ................................................................. 187
   1.2. The scope of administrative law in France and the notion of administrative acts under French law ...................... 189
   1.3. General considerations on the codification process in France ... 190

2. The scope of the comparison: The meaning of “administrative procedure” ......................................................................................... 190
   2.1. What is administrative? ................................................................... 190
       2.1.1. The distinction between governmental processes and administrative processes .................................................. 190
       2.1.2. The boundary between administrative and judicial procedure ............................................................................... 191
       2.1.3. The existence of specialized administrative courts ............ 191
   2.2. What is procedure? ............................................................................. 191
       2.2.1. Non-contentious administrative procedure: Administrative procedure stricto sensu ............................................. 192
       2.2.2. Non-jurisdictional contentious administrative procedure: Jurisdictional contentious administrative procedure: Administrative litigation ................................................................. 192

3. The codification of the rules on administrative litigation ..................... 193
   3.1. The drafting of the Code: A codification on the basis of established law ......................... 193
   3.2. The structure of the Code .................................................................. 194
   3.3. Fundamental orientations .................................................................. 195
   3.4. The influence of international and European rules and standards ................................................................. 195
CODIFICATION OF ADMINISTRATIVE procedure

3.5. The effects of the codification .................................................. 197

4. The absence of codification of the rules on administrative procedure stricto sensu .......................................................... 197

4.1. The sources of procedural administrative law ......................... 198

4.2. The influence of international and European rules and standards .......................................................... 199

4.3. The room left to jurisprudential activity ................................ 200

4.4. The room for direct participation of the citizens in administrative processes .................................................. 200

5. Bibliography ..................................................................................... 201

5.1. Unofficial codes ........................................................................ 201

5.2. Textbooks ................................................................................ 201

5.3. Articles .................................................................................... 201

Chapter 10. Germany

1. Introduction and overview .......................................................... 203

2. The history of German administrative procedure law and the codification process until 1976 ........................................ 204

3. Multi-level codification and executive federalism in Germany ......... 207

4. The limited scope of “administrative procedure” in the German APA .......................................................... 209

4.1. Scope of the APA I: administrative activities of authorities under public law ...................................................... 209

4.2. Scope of the APA II: limited definition of administrative procedure and inclusion of substantive annex matters ................. 211

4.3. Scope of the APA III: open subsidiarity to sector specific law .. 213

5. The procedural concept and architecture of the German APA ...... 214

5.1. “Informal” proceedings for unilateral decision making as the APA’s standard model .................................................. 215

5.2. Formal administrative proceedings and proceedings for planning approvals .............................................................. 219

5.3. Public law contracts .................................................................. 220

6. Elements and limits of procedural thinking in German adminis-
trative law: a case for reform? ............................................................ 222
Table of Contents

Chapter 11. Greece

1. The concept of “administrative procedure” ........................................ 227
   1.1. The scope of the term “administrative procedure” ..................... 227
   1.2. The extent of the term “administrative procedure” ............... 229
      1.2.1. Exclusion of government processes ............................... 229
      1.2.2. Exclusion of judicial review procedures ....................... 230
2. Main features of administrative procedure law .................................. 231
   2.1. The evolution of administrative procedure law ......................... 231
      2.1.1. Historical underpinnings .......................................... 231
      2.1.2. Legal underpinnings .............................................. 232
   2.2. Fundamental orientations of administrative procedure law ........ 233
      2.2.1. The priority of the rule of law .................................. 233
      2.2.2. The importance of the procedural dimension ................. 235
3. The Greek Administrative Procedure Code .................................... 236
   3.1. Historical background of the Administrative Procedure Code .. 236
      3.1.1. The debate about making a code ................................ 236
      3.1.2. The debate about the content of the code ..................... 237
   3.2. The structure of the Administrative Procedure Code ............... 239
      3.2.1. First Chapter ...................................................... 239
      3.2.2. Second Chapter .................................................. 240
      3.2.3. Third Chapter .................................................... 240
      3.2.4. Fourth Chapter .................................................. 241
      3.2.5. Fifth Chapter .................................................... 241
      3.2.6. Sixth Chapter .................................................... 242
   3.3. An assessment of the Administrative Procedure Code .............. 242

Chapter 12. Israel

1. Background .................................................................................... 245
2. Codification .................................................................................... 247
3. Administrative Procedure – Principal Requirements .................. 249
   3.1. Bias and Conflict of Interest ............................................. 249
   3.2. Hearing and Consultation .................................................... 249
   3.3. The Duty to Give Reasons .................................................. 250
3.4. Access to Information .............................................................. 250
3.5. Additional Duties ................................................................. 251
3.6. General Duty of Fairness ...................................................... 251

Chapter 13. Netherlands

Tom Barkhuysen, Willemien den Ouden and Ymre E. Schuurmans ........................................ 253

1. Introduction ...................................................................................... 253
2. Historical Development .................................................................... 254
3. Scope of the Comparison: “Administrative Procedure” in the Netherlands ........................................ 256
   3.1. Procedure ................................................................................. 256
   3.2. Administrative law in relation to other branches of law .......... 257
   3.3. Administrative and judicial procedures ................................... 259
4. The Codification of the GALA ........................................................... 261
   4.1. Nature and structure of the GALA ........................................... 261
   4.2. Relationship between the GALA and specific legislation ...... 266
   4.3. Towards uniformity in administrative law ............................... 267
5. Main debates relating to administrative procedure and the GALA ... 267
6. International/European Influence .................................................... 272
   6.1. EU influence ............................................................................ 273
   6.2. ECHR ..................................................................................... 275
7. Conclusion ......................................................................................... 276

Chapter 14. Norway

Eivind Smith ............................................................................................. 277

1. Introduction: The public administration and the courts ............ 277
2. The impact of the system of judicial review on the law on administrative procedure ................. 279
   2.1. Introduction ............................................................................ 279
   2.2. Focusing on administrative procedure stricto sensu .......... 280
   2.3. The relative un-importance of the distinction between administrative and other procedures .......... 281
3. “Codification of administrative procedures” ..................................... 281
   3.1. “Codification” ................................................................. 281
   3.2. “Administrative” .......................................................... 284
   3.3. “Procedures” ........................................................................... 284
4. Main features of the law on administrative procedure in Norway ..... 286
### TABLE OF CONTENTS

5. Norwegian law on administrative procedure codified .......................... 289
   5.1. The Public Administration Act ................................................. 289
   5.2. Main content ........................................................................... 290
   5.3. The 1967 Act and administrative bodies submitted to lex specialis ............................................... 292
6. Some remarks on the effects of codification ............................ 293
7. Appendix............................................................................................. 294

**Chapter 15. Paraguay**

*Javier Parquet Villagra* ................................................................. 321

1. Scope of the comparison: what do we mean by "administrative procedure"? ............................................. 321
   1.1. “Procedure”? ........................................................................... 321
   1.2. “Administrative” ..................................................................... 324
2. Main features of the law on administrative procedure in your country (apart from whether it is codified or not) .......... 325
3. Is your national law on administrative procedure codified? .......... 327
4. If it is codified ................................................................................. 327
5. If your national law on administrative procedure is not codified ....... 328

**Chapter 16. Poland**

*Zbigniew Kmiecik* ........................................................................... 329

**Chapter 17. Portugal**

*José Eduardo Figueiredo Dias* ......................................................... 345

1. Scope of the comparison: what do we mean by "administrative procedure"? ............................................. 345
   1.1. “Procedure”? ........................................................................... 345
   1.2. “Administrative” ..................................................................... 346
2. Main features of the law on administrative procedure in your country (apart from whether it is codified or not) .......... 347
   2.1. Historical development, origin of its basic principles
       (legislation, case-law...) ............................................................... 347
   2.2. Fundamental orientations ..................................................... 347
   2.3. Importance of the procedural dimension
       in your administrative law .......................................................... 348
   2.4. What are the main debates related to administrative procedural law: Simplification? Democratization? Others? .......... 348
2.5. How far is your national law on administrative procedure influenced by international (European) rules and standards?...349
2.6. Is your national law on administrative procedure codified?...349

3. If it is codified.................................................................349
3.1. When was it codified?......................................................349
3.2. How is the code structured? Which are the main concepts that determine its architecture?.........................350
3.3. What margin of freedom does it leave to administrative authorities in the arrangement of their procedures? ....351
3.4. What room does it allow to direct participation of the citizens?..351
3.5. Was the codification process the occasion for a special effort in the sense of conceptualization and theorization of administrative procedure law?.................................351
3.6. What was the ambit of the codification?...............................352

4. As to the effects of the codification........................................353

Chapter 18. Sweden
Lars-Göran Malmberg ................................................................................355

1. Salient features of administrative procedures in Sweden ...............355
1.1. Historical development and origin of basic principles ...............355
1.2. Importance of procedural dimensions under Swedish administrative law......................................................357
1.3. The codification of administrative procedure in Sweden ..........359

2. What is meant by “administrative procedure”? .................................360
3. Final comments.................................................................................362

Chapter 19. Switzerland
Thierry Tanquerel ......................................................................................365

1. The purview of administrative procedure ......................................365
1.1. The central position of the administrative decision ...................365
1.2. The absence of procedure applying to rulemaking ....................368
1.3. The double nature of citizen participation ...............................369
1.4. The distinction between administrative and judicial authorities .................................................................370

2. Regulation of administrative procedure in Switzerland ...............371
2.1. The mark of federalism..........................................................371
2.2. History....................................................................................373
2.3. Sources .................................................................................375
TABLE OF CONTENTS

2.3.1. International sources ..............................................................375
2.3.2. National sources .................................................................376
2.4. Main features .........................................................................376
  2.4.1. Party status ......................................................................376
  2.4.2. The rights of the parties ....................................................377
  2.4.3. Coordination and the global weight of interests .................378
  2.4.4. Access to justice .............................................................379
2.5. The debated questions ...........................................................379
3. Codification ...............................................................................382
  3.1. Codification at the federal level .............................................382
  3.2. Codification at the cantonal level ..........................................383
  3.3. The room left for case law and administrative practice ..........384
4. Conclusion .................................................................................384

Chapter 20. United States

Dominique Custos...........................................................................387

1. Scope of the comparison: what do we mean
   by “administrative procedure”? .....................................................387
   1.1. “Procedure”? .....................................................................387
   1.2. “Administrative” ...............................................................400
2. Main features of the law on administrative procedure
   in your country (apart from whether it is codified or not) ...........401
   2.1. The APA, first administrative procedure codification
       in the common law world ......................................................401
   2.2. The use of the world code with regard to the APA ............403
       2.2.1. The code status and functions of the APA .................404
       2.2.2. Unwarranted code label? ..........................................408
3. Is your national law of administrative procedure codified? .........411
   3.1. When was it codified? .........................................................411
       3.1.1. The search for a model of administrative procedure ......411
       3.1.2. The drafting of the APA ............................................413
       3.1.3. The impact of the APA on the sources
              of administrative procedure .....................................414
   3.2. How is the code structured? Which are the main
       concepts that determine its architecture? ............................415
       3.2.1. The APA’s focus on the regulated public’s participation ..415
3.2.2. Legislative and executive oversight of agencies are dealt with outside the APA ..................................................... 417

3.3. Was the codification process the occasion for a special effort in the sense of conceptualization and theorization of administrative procedure law? .................................................418

3.4. What was the ambit of the codification? ........................................418

3.4.1. Does there still exist special pieces of legislation about administrative procedure, which complement the code, or deviate from it? ................................................................. 418

3.5. As to the effects of the codification ........................................418

3.5.1. What room did it leave to jurisprudential creation?...........418

3.5.2. Has it been considered as satisfactory (in terms of administrative efficiency, in terms of simplification, in terms of democratization...)? ......................................................... 418