



**Seminar organized by the Council of State of France and  
ACA-Europe**

**“The Judicial review of Regulatory Authorities”**

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**Answers to questionnaire: Slovenia**



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## ACA-Europe symposium

### Disputes concerning acts by regulatory authorities

Regulatory authorities have gradually emerged as one of the new forms of State intervention. In addition to the Regal State or the State as a supplier of goods and services, the regulatory authorities, in the broad sense, cover a wide range of administrative activities: they may be authorities responsible, in a given sector or across the board, for correcting market imbalances in a context of opening up markets to competition, or for ensuring that free competition is reconciled with other general interest objectives; in the broadest sense, regulatory activities may refer to any administrative activity that seeks to reconcile interests that may be contradictory or to organise access to scarce resources in a manner consistent with general interest objectives. In this broadest sense, this notion can refer as much to the transversal authorities responsible for enforcing competition law (e.g. the French Competition Authority) as to sectoral authorities (electronic communications, transport, energy, etc.), including national data protection authorities or authorities responsible for the marketing or evaluation of health products.

The symposium planned for December 2021 should be an opportunity to examine the specific issues that disputes concerning acts taken by these regulatory authorities may raise in the administrative courts. These questions arise from certain characteristics of the acts of these authorities, characteristics over which they do not have a monopoly compared with other forms of administration, but which combine or take on a particular role. These characteristics are at least three in number: firstly, the use of a wide range of acts or intervention tools, from flexible laws and codes of conduct to more traditional regulatory acts or sanctions, via a variety of communication media (press releases, public statements, FAQs, etc.); secondly, the degree of expertise and technicality of the decisions taken in a given activity sector (energy, health, electronic communications, etc.) and/or a certain technological context (personal data protection, cyberspace, etc.); finally, integration into complex economic and social ecosystems, often with a significant European or even international dimension, and likely to have a high media profile.

In this context, from the particular object of study that is disputes concerning the acts of these regulatory authorities, the symposium planned for December 2021 will make it possible to address the important challenges that these appeals raise for the effectiveness and credibility of the court's intervention.

### Courts with competence to hear disputes concerning regulatory authorities

1. Does your supreme administrative court have competence to hear appeals against acts by regulatory authorities? **Yes/no**

If yes: **Slovenian Competition Protection Agency, Securities Market Agency, The Bank of Slovenia, Insurance Supervision Agency, Communications Networks and Services Agency of the Republic of Slovenia.**

**Parties concerned may file an action against the decision of the regulatory agency before the Administrative Court (i. e. court of first instance). A revision lodged before The Supreme Court of the Republic of Slovenia (hereinafter referred as the Supreme Court) is possible against the decision**



**of the Administrative Court. General acts of these authorities (guidelines and recommendations) are not challenged in separate proceedings.**

Without being exhaustive, could you present the main regulatory authorities in your country whose acts are brought before your supreme administrative court, specifying if these appeals are subject to several levels of jurisdiction? Please distinguish, if necessary, according to the nature of the acts concerned (in the event, for example, that individual acts taken by these authorities are subject to separate jurisdictions from their general acts, notably regulations).

2. In particular, can any of these authorities themselves impose sanctions (including fines)? **Yes/no**

If yes: **Decisions imposing fines are challenged in minor-offence proceedings. These decisions are not administrative decisions heard by the Supreme Court in an administrative procedure.**

is it possible to challenge them before your supreme administrative court?

3. Are any of these regulatory authorities subject to judicial review by civil courts, for some or all of their acts? **Yes/no**

If yes:

Please give examples.

4. Are the courts with competence to hear the acts of regulatory authorities:

- specifically identified by the texts in force, by way of derogation from the normal rules of territorial or material competence? **Yes/no**

- or do they result from the application of the general rules on the distribution of competences? **Yes/no**

Is there any specific distinction in relation to the rules of competence applicable to equivalent acts of other administrative authorities in your country? **Yes/no**

If yes:

Please explain.

5. Are the remedies available against the acts of these authorities of the same nature as those available against the equivalent or similar acts of other administrative authorities? **Yes/no**

If no:

Please explain.

#### **Admissibility of appeals against regulatory acts**

6. In your view, do disputes concerning "hard law" acts (regulatory acts, sanctions, individual authorisation decisions, etc.) of these authorities raise particular issues of admissibility? **Yes/no**

If yes:

Please explain.

7. Are "soft law" acts (opinions, recommendations, warnings, position papers) of these authorities and, more broadly, their various positions on the behaviour to be adopted by the actors in their field of

intervention (whatever form they take: code of conduct, guidelines, etc.) liable to be the subject of a direct action for annulment? Yes/**no**

If yes: under what conditions? Make any distinction you think useful according to the degree of normativeness of the acts.

8. Can positions taken by these authorities, possibly with little or no formality (press release, website section, FAQ, etc.) be challenged in court? Yes/**no**

9. Who can challenge the acts of regulatory authorities? Specify the criteria for assessing the interest in bringing proceedings, making any useful distinction according to the type of act (soft law act; individual decisions of a non-repressive nature; sanction; etc.).

**Parties and interveners in the administrative procedure before regulatory authorities may challenge decisions of those authorities. In practice only individual decisions are challenged before the court.**

10. Please indicate any other particularities that you consider relevant to the admissibility of appeals against the acts of these authorities (interest in bringing proceedings, time limits for appeal, specific means of appeal open to State authorities, etc.). /

11. Can the general acts of a regulatory authority, whether “hard law” or “soft law”, be challenged by way of exception in an appeal against an individual decision (sanction, follow-up to a complaint, etc.) taken by that same authority and applying that general act (for example, if a sanction imposed on an economic operator refers to previously issued guidelines or recommendations to set out the applicable legal rules and the authority’s interpretation of the texts in force)? Yes/**no**

If yes, to what extent? Will the plea of illegality against this general act, if upheld, lead to the (retroactive) annulment of this act?

**Guidelines and recommendations are usually of explanatory nature and should be based on “hard law” according to the constitutional rules. If not, hard law applies directly to the case in question.**

12. Where the actions of these authorities have harmful consequences, should liability claims be brought:

- against these authorities? Yes/**no**

- or against the State on whose behalf they may have acted? Yes/**no**

**Regulatory authorities are legal entities and liability claims may be brought directly against them (and not against the Republic of Slovenia).**

### **Internal organisation of the courts and hearing of appeals**

13. Are cases concerning these authorities assigned, within the courts and more particularly within the supreme administrative court, to panels specifically dedicated (to the authority concerned, or more generally to regulatory litigation), in order to allow for an increase in the level of competence or a critical mass of cases? Yes/**no**

If yes: please explain and give examples.



- Or is it a distributed dispute with no particular allocation rule? Yes/no

Please indicate, in a more general way, any notable particularities in the internal organisation of your courts that may be relevant.

**Yes, these cases are assigned to the Commercial law panel of the Supreme Court. Allocation rule is set in advance in an Annual Assignment of Judges of the Supreme Court.**

14. What investigative or examination techniques can you use in particular in the examination of particularly technical cases:

- oral inquiry hearing in the presence of the parties,
- expert's report,
- amicus curiae,
- solicitation of a reference expert administration,
- other?

Please explain, where applicable by giving some examples from your experience.

Do you feel that these regulatory cases require a particular method? Yes/no

If yes:

Please explain.

**The Supreme Court challenge decisions of the Administrative Court on the grounds of violation of procedural rules and on the ground of violation of substantive law. Procedure is written in practice, although an oral hearing is not excluded by law. Experts' reports, amicus curiae etc. are not common.**

15. What is the role of the traditional administrations (especially when the act of an independent administrative authority, distinct from the ministry concerned, is at issue) in the examination of appeals against regulatory authorities:

- are they invited to comment? Yes/**no**
- or do they remain outside the case? **Yes**/no

16. More generally, when examining appeals against acts with a high socio-economic impact issued by these authorities, in particular those in charge of a field of economic regulation, does the court collect (on the initiative of the court or the interested organisations) observations from other stakeholders? Yes/**no** **In practice only individual decisions are being examined in the regulatory field.**

If yes:

Please explain.

17. What role does orality play, even before the hearing, in the investigation of complex cases, in particular those involving regulatory acts? **See answer to question no. 14.**

18. Do you have, in one form or another (specialisation of magistrates, continuing education, expert decision support unit to assist magistrates, etc.) internal resources in your courts enabling you, if necessary, to familiarise yourself with or master sectoral but also transversal expert subjects (technologies protecting privacy, communication technologies in the case of audiovisual or electronic communications regulators, role and architecture of social networks, etc.)? Yes/**no**

If yes:

Please explain and give examples.

### **The extent of the judge's control, the court decision**

19. What are the main categories of grounds that can be invoked and relied upon against the acts of regulatory authorities? Based on your experience and the case law of your country, do you find that appeals against acts of independent authorities raise particular problems (real independence in decision-making, impartiality, etc.) compared with disputes concerning acts taken by other administrative authorities? Please share any relevant analysis you may have

**See answer to the question no. 14. Particular problems regarding independence of the regulatory authorities in their decision-making have not arisen yet.**

20. Does your court consider itself bound by the technical or economic assessments made by the regulator? Or does it feel entitled to control them? In the latter case, is this control complete or only limited to the manifest error of assessment?)

**The Supreme Court is not entitled to challenge facts of the case. Its review is limited to the points of law (procedural and substantive).**

21. If you receive an application against an act of a regulatory authority or against a sanction imposed by it, is your court only competent to annul the act or sanction or can it also modify the sanction imposed?

**Both annulment and modification are possible according to the procedural rules.**

22. Have you been confronted with the problem of an independent authority in your country taking into account a foreign element such as an opinion given by an authority in another country or a decision by a European authority (for example, in the context of the mechanisms set up by the GDPR between the European data protection authorities, which lead these authorities to submit some of their decisions to the European Data Protection Committee for approval)? Yes/**no**

If yes: what kind of legal treatment? Please explain and give examples.

23. Are these cases a particular field of preliminary questions to the Court of Justice of the European Union? Yes/**no**

If yes:

Please explain and give examples.

**Not yet. But the Supreme Court shall request The Court of Justice of the European Union to give preliminary ruling according to the Article 267 of the TFEU.**

24. Does the drafting of court decisions raise particular issues related to the technical nature or media exposure of some of these cases? Yes/**no**

If yes:

Please explain and give examples.

### **The judge in the regulatory ecosystem**

25. Are judgments on such appeals subject to any particular publicity or accompanying measures (press release)? Yes/**no**      **The Supreme Court may, if necessary, issue a press release on its web site.**

If yes:

Please specify.

26. Are regulatory authorities entitled to challenge acts or decisions taken by other public persons on the grounds that they impinge on their competence?

**No, but different levels of cooperation between regulatory agencies are prescribed in certain fields of law (electronic communications etc.).**

27. Independently of a particular case, do your court or its members regularly participate in general exchanges bringing together professionals (regulatory authorities, operators, doctrine, ministries, etc.) from the regulatory sectors concerned? **Yes/no**

If yes:

Please specify.

**General exchanges of those professionals are only in a form of educational seminars, webinars etc. Those exchanges are of informal nature.**

28. Are the judges in your courts, or more generally the staff of your investigating and registry departments, sometimes led in their careers to take up activities in regulatory authorities, and are such careers encouraged where appropriate? Yes/**no**

**No, at least not as a planned professional “job guidance” by the court or by the state.**

If yes:

Please explain.

### **Quantitative data**

29. What is the number of cases concerning regulatory authorities registered before your supreme administrative court in 2020? **13**

30. What is the number of cases concerning regulatory authorities settled by your supreme administrative court in 2020? **23 (i. e. 10 cases from previous years)**

31. What is your estimate of the percentage of cases concerning regulatory authorities in the total number of cases registered before your supreme administrative court in 2020? **2 %**





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32. What is your estimate of the percentage of cases concerning regulatory authorities in the total number of cases settled by your supreme administrative court in 2020? **2 %**

33. What percentage of applications against the acts of regulatory authorities were annulled, in whole or in part, by your supreme administrative court in 2020? **32 %**



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