



International  
Academy  
Europe Faculty

## ***Working with Europe and the EU*** ***– A New Context***

Practitioner training for UK civil servants

organised by the European Institute of Public Administration  
(EIPA), Maastricht on behalf of  
the Foreign, Commonwealth and Development Office (FCDO)

Online, 28 – 30 November 2023



# 1.2

## **Working with Europe and the EU – A New Context** 28 – 30 November 2023

**Day 1**

### **2. Who does what in the EU policy cycle?**

**Debriefing of group exercise**



# Strategic Priorities

## European Council

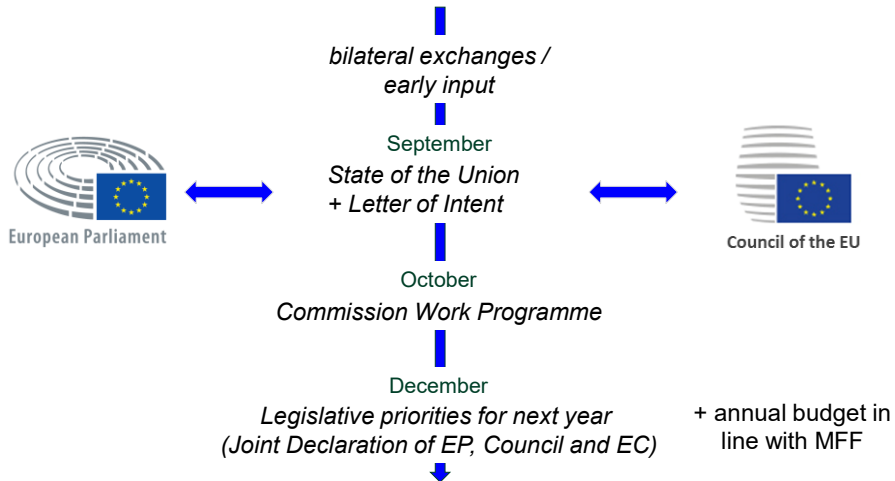
*Political priorities*  
**Strategic Agenda 2019-2024**

*Long-term budget*  
**Multiannual Financial Framework**  
 2021-2027  
 (Commission Proposal  
 Council with consent of EP)

**Commission Priorities**

# Annual interinstitutional programming

*Political Guidelines 2019-2024 (= Commission priorities)*



# COMMISSION WORK PROGRAMME 2023

A Union standing firm and united

19 October 2022

## Annex I: New initiatives<sup>1</sup>

Initiative directly or indirectly following up on a proposal of the Conference on the Future of Europe

No.	Policy objective	Initiatives
<b>A European Green Deal</b>		
1.	Electricity market	Revision of EU's internal electricity market rules (legislative, incl. impact assesment, Article 194 TFEU, Q1 2023)
2.	Renewable hydrogen	EU Hydrogen Bank (legislative or non-legislative, Q3 2023)
3.	Waste reduction	Revision of food waste and textiles aspects of the EU waste framework Directive (legislative, incl. impact assesment, Articles 191 and 192 TFEU, Q2 2023)
4.	New genomic techniques	Legislation for plants produced by certain new genomic techniques (legislative, incl. impact assesment, Q2 2023, responds to Article 241 TFEU Council decision (EU) 2019/1904 'requesting the Commission to submit a study regarding the status of novel genomic techniques under Union law, and a proposal, if appropriate in view of the outcomes of the study')
5.	Animal welfare	Animal welfare – revision of EU legislation (legislative, incl. impact assesment, Articles 43 and 114 TFEU, Q3 2023)
6.	Sustainable food systems	Legislative framework for sustainable food systems (legislative, incl. impact assesment, Q3 2023)



## 2024 Commission Work Programme - key figures

17 October 2023



## 'Legislative acts' and 'legislative procedures'

Basic rules to achieve treaty objectives

- based directly on treaty article(s)
- almost always requires a Commission proposal
- national parliaments check subsidiarity
- Council meets in public to deliberate and vote
- three main procedures with different powers for the EP

## Legislative procedures

- **'Ordinary Legislative Procedure' - COD**
  - EP and Council have to agree
  - Council acts by qualified majority

***Acts of the European Parliament and of the Council***
- **consultation (= a 'special legislative procedure') - CNS**
  - EP gives a non-binding opinion to the Council
- **consent (= a 'special legislative procedure') - APP**
  - EP has to give its agreement to the Council

***Council Acts*** (mainly by unanimity)

## The ordinary legislative procedure

- Council acts by qualified majority
- Parliament and Council must agree
- 4 possible moments to reach agreement
 

	2014-2019 /	19-21 (half)
	Number	Av. length
(months)		
– first reading	356 / 123 (70%)	18 /12
– early (EP) second reading	41 / 53 (30%)	39 /36
– (Council) second reading	4	40
– conciliation and third reading	0	
<b>Total OLP acts adopted</b>	<b>401 / 176</b>	

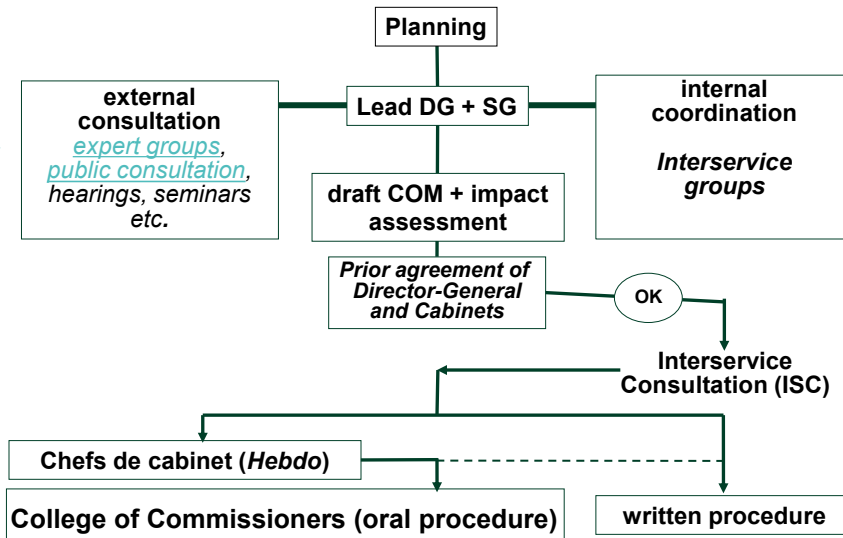
## Ordinary legislative procedure: first readings (1)



## Elaboration of individual proposals: overview



[https://ec.europa.eu/info/law/better-regulation/have-your-say\\_en](https://ec.europa.eu/info/law/better-regulation/have-your-say_en)



## National parliaments and EU legislative procedures

### 'Draft legislative acts' must be sent to national parliaments

8 weeks for 'reasoned opinions' on **subsidiarity** (Lisbon Protocol)

Member States have 2 votes each (may be 1 per chamber)

**if 1/3 of votes are against, the draft must be reviewed**

(1/4 for Police Cooperation / Judicial Cooperation in Criminal Matters)

**3 cases so far**



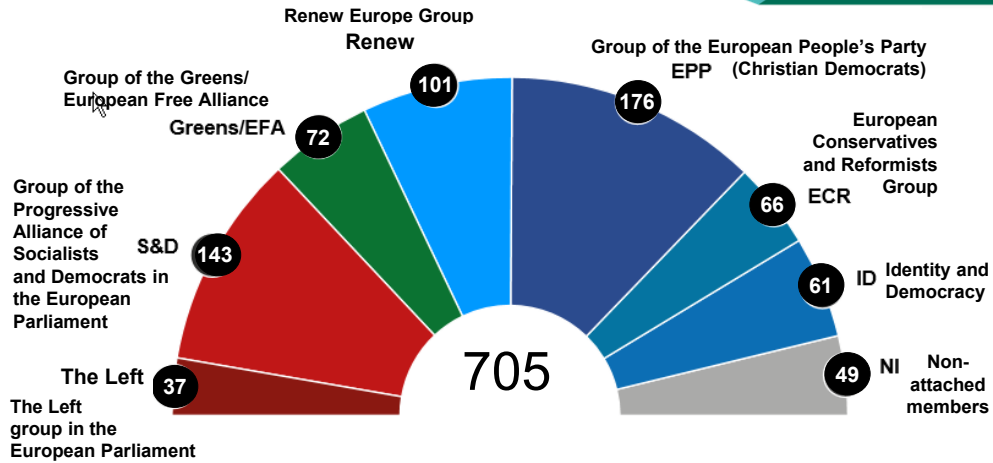
if a simple majority is opposed, draft must be reviewed;  
if Commission maintains proposal, Council or Parliament may halt procedure at first reading (55% of Council or majority of votes in EP)  
– no cases so far



*NB – also 'opinions' under 'political dialogue'*

# European Parliament, 2019-2024

(13 September 2023)



A Group must have at least 23 members from at least 1/4 of Member States



## Composition of European Parliament 2024-2029



	2021	2024	Difference
Germany	96	96	=
France	79	81	+ 2
Italy	76	76	=
Spain	59	61	+ 2
Poland	52	53	+ 1
Romania	33	33	=
Netherlands	29	31	+ 2
Belgium	21	22	+ 1
Greece	21	21	=
Portugal	21	21	=
Czech Rep.	21	21	=
Hungary	21	21	=
Sweden	21	21	=
Austria	19	20	+ 1
Bulgaria	17	17	=
Denmark	14	15	+ 1
Finland	14	15	+ 1
Slovakia	13	14	+ 1
Ireland	13	13	=
Croatia	12	11	=
Lithuania	11	11	=
Slovenia	8	9	+ 1
Latvia	8	9	+ 1
Estonia	7	6	=
Cyprus	6	6	=
Luxembourg	6	6	=
Malta	6	6	=
<b>Total</b>	<b>705</b>	<b>720</b>	<b>=</b>

## EP: standing committees, June 2023

Standing committees	Abbreviation	Members#
Environment, Public Health and Food Safety	ENVI	88
Subcommittee on Public Health	SANT	30
Foreign Affairs	AFET	79
Subcommittee on Human Rights	DROI	30
Subcommittee on Security and Defence	SEDE	30
Industry, Research and Energy	ITRE	78
Civil Liberties, Justice and Internal Affairs	LIBE	69
Economic and Monetary Affairs	ECON	61
Sub-committee on Tax Matters	FISC	30
Employment and Social Affairs	EMPL	55
Transport and Tourism	TRAN	49
Agriculture and Rural Development	AGRI	48
Internal Market and Consumer Protection	IMCO	45
Regional Development	REGI	43
International Trade	INTA	43
Budgets	BUDG (COBU)	41
Women's Rights and Gender Equality	FEMM	37
Petitions	PETI	35
Culture and Education	CULT	31
Budgetary Control	CONT (COCOBU)	30
Fisheries	PECH	28
Constitutional Affairs	AFCO	28
Development	DEV	26
Legal Affairs	JURI	25

## Composition by group

'The composition of the committees shall, as far as possible, reflect the composition of Parliament.' (Rule 209)

Group	Plenary MEPs*	Plenary %	TRAN MEPs#	TRAN %
<b>EPP</b>	<b>177</b>	<b>25.0</b>	<b>13</b>	<b>26.5</b>
<b>S&amp;D</b>	<b>143</b>	<b>20.4</b>	<b>10</b>	<b>20.4</b>
<b>Renew</b>	<b>101</b>	<b>14.3</b>	<b>7</b>	<b>14.3</b>
<b>Greens/EFA</b>	<b>72</b>	<b>10.2</b>	<b>5</b>	<b>10.2</b>
<b>ID</b>	<b>66</b>	<b>9.1</b>	<b>5</b>	<b>10.2</b>
<b>ECR</b>	<b>62</b>	<b>9.1</b>	<b>5</b>	<b>10.2</b>
<b>The Left</b>	<b>37</b>	<b>5.4</b>	<b>3</b>	<b>6.1</b>
<b>NI</b>	<b>47</b>	<b>6.5</b>	<b>1</b>	<b>2.0</b>
<b>Total</b>	<b>705</b>		<b>49</b>	

Each Group within the Committee has a **Coordinator**.



## EP examination of proposals: procedural steps (1)

One of the 20 standing Committees is the **Committee Responsible**.

Others may be invited to give an **Opinion** (Rule 56 – also informal '56+'),  
or be **Associated** (Rule 57).

**Joint** Meetings/Votes are possible (Rule 58).

A Political Group is given the file by agreement among the  
Group **Coordinators**.

## EP examination of proposals: procedural steps (2)

That Political Group nominates  
the **Rapporteur** for the file.

Other Groups nominate  
**Shadow Rapporteurs**.

**e.g. auctions  
in ENVI**

### 2. Establishing a framework for setting ecodesign requirements for sustainable products and repealing Directive 2009/125/EC

ENVI/9/08744

\*\*\*I 2022/0095(COD) COM(2022)0142 – C9-0132/2022

Responsible:

ENVI

Opinions:

ITRE

IMCO

**Decision taken: S&D (3 points)**

### 3. Substances that deplete the ozone layer and repealing Regulation (EC) No 1005/2009

ENVI/9/08798

\*\*\*I 2022/0100(COD) COM(2022)0151 – C9-0143/2022

Responsible:

ENVI

Opinions:

JURI

ENVI Co-ordinators  
meeting 28 April 2022

**Decision taken: EPP group (1 point)**

## Appointing the Rapporteur and Shadows

### Ecodesign for Sustainable Products Regulation

Committee responsible	Rapporteur	Appointed
 Environment, Public Health and Food Safety	 BONAFÈ Simona – Shadow rapporteur   POLFJÄRD Jessica  SØGAARD-LIDELL Linea  MATTHIEU Sara  SARDONE Silvia  VONDRA Alexandr  BJÖRK Malin	 16/05/2022

## EP examination of proposals: procedural steps (3)

### Committee work

- Commission presentation of the proposal
- may be hearings...
- Draft Report by Rapporteur, deadline for other members to propose additional draft amendments
- vote on **Report** (= draft amendments to the Commission proposal)



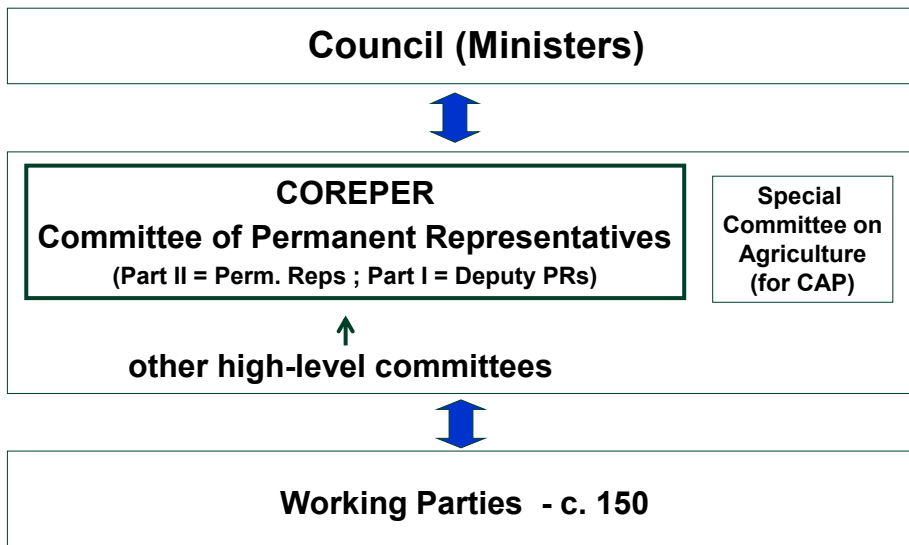
Vote in committee: show of hands (left) and roll call vote (right).  
© European Union 2014 - European Parliament

## Council configurations

The Council is a single institution,  
but Ministers meet in 10 configurations.



## Council bodies



## Council bodies

Provisional Agenda Coreper II, 21 and 23 June 2023

<https://data.consilium.europa.eu/doc/document/CM-3435-2023-INIT/en/pdf>

**COREPER**  
**Committee of Permanent Representatives**  
 (Part II = Perm. Reps ; Part I = Deputy PRs)

Provisional Agenda Coreper I, 14 and 16 June 2023

<https://data.consilium.europa.eu/doc/document/ST-10436-2023-REV-2/en/pdf>

## Council bodies – foreign policy, security and defence

- The Political and Security Committee (PSC)
- The European Union Military Committee (EUMC)
- Committee for Civilian Aspects of Crisis Management (CIVCOM)
- The Politico-Military Group (PMG)
- Security and Defence Directorate (SECDEFPOL.DMD)
- Integrated approach for Security and Peace Directorate (ISP)
- The European Union Military Staff (EUMS)
- The Civilian Planning and Conduct Capability (CPCC)
- The Military Planning and Conduct Capability (MPCC)
- European Defence Agency (EDA)
- European Security and Defence College (ESDC)
- European Union Institute for Security Studies
- European Union Satellite Centre

[https://www.eeas.europa.eu/eeas/csdp-structure-instruments-and-agencies\\_en](https://www.eeas.europa.eu/eeas/csdp-structure-instruments-and-agencies_en)

## Council bodies – Working Party on the United Kingdom

Established 2020, Chaired by the Council Secretariat

### Meeting 21 November 2023 – provisional agenda

Proposal for a Decision of the European Parliament and of the Council empowering the French Republic to negotiate, sign and conclude an international agreement on the safety and interoperability requirements within the **Channel Fixed Link** (ST 15008/23) – Presidency compromise

– Exchange of views with a view to agreement

### 2. Trade and Cooperation Agreement

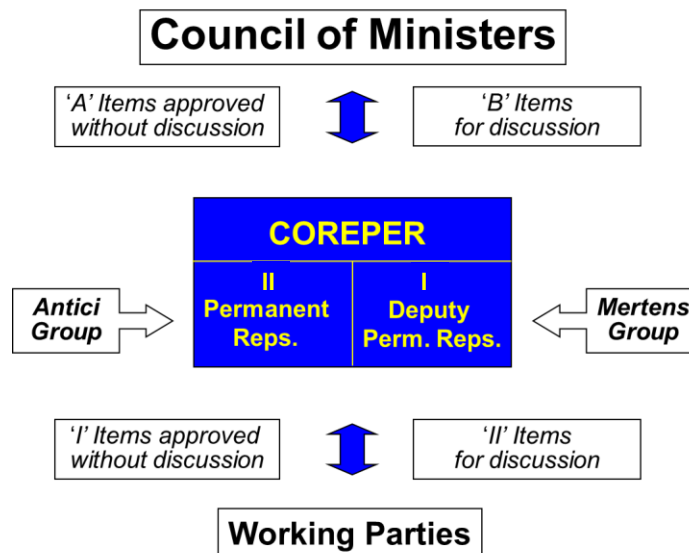
- a) Trade Specialised Committee on Public Procurement – Debrief from the third meeting held on 16 November 2023
- b) Update on the implementation of Part Three – general update, review under Article 640(6), Article 552(15) on retention of passenger name record data
- c) Fourth meeting of the Parliamentary Partnership Assembly on 4-5 December 2023
- d) Structured dialogues on cyber issues and counterterrorism foreseen to be conducted in 2023
- e) Specialised Committee on Energy – Debrief from the fourth meeting held on 9 November 2023



<https://data.consilium.europa.eu/doc/document/CM-4483-2023-INIT/en/pdf>

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## Decision-making in the Council



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## Examination of proposals in the Council (OLP)

The Council can adopt a proposal by qualified majority.

The Commission may alter its proposal “as long as the Council has not acted” (Art.293 TFEU).

The Council acts by unanimity if the Commission cannot accept an amendment to its proposal.



	Weighting (%)
Germany	18.59
France	15.16
Italy	13.32
Spain	10.60
Poland	8.41
Romania	4.25
Netherlands	3.96
Belgium	2.60
Greece	2.37
Czechia	2.36
Sweden	2.33
Portugal	2.31
Hungary	2.17
Austria	2.00
Bulgaria	1.53
Denmark	1.31
Finland	1.24
Slovakia	1.21
Ireland	1.13
Croatia	0.86
Lithuania	0.63
Slovenia	0.47
Latvia	0.42
Estonia	0.30
Cyprus	0.20
Luxembourg	0.14
Malta	0.12

### Qualified-Majority Voting, 2023

**A qualified majority needs**

**55%\*** of Member States  
 (“at least 15” = 15/27)

AND

**65%** of population.

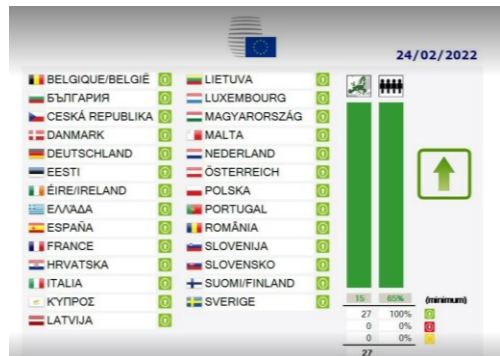
**A blocking minority needs**

45% of Member States

OR

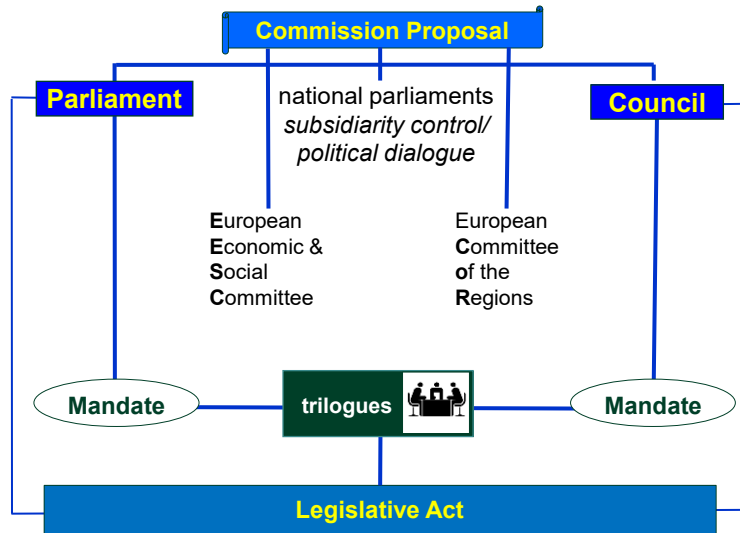
35% of population  
 (≥ 4 Member States)

\* 72% if not on proposal by Commission or High Representative (=20/27)



<https://www.consilium.europa.eu/en/council-eu/voting-system/voting-calculator/>

## Ordinary legislative procedure: first readings (2)



## Council mandates for interinstitutional negotiations

- Proposals are examined in a Working Party (technical discussion among officials)
- **Coreper** (the Committee of Permanent Representatives) may give a **mandate** to the Presidency.
- The **Council** may agree a (Partial) **General Approach** as the basis for negotiations.



71% (34) in 2021  
49% (48) in 2022

29% (14) in 2021  
51% (49) in 2022

The Commission is usually present at all levels.

## EP mandates for interinstitutional negotiations

### *First reading*

1. **Committee mandate:** Committee decides to negotiate on the basis of its Report (Plenary has opportunity to vote on that decision.)

OR

2. **Plenary mandate:** Committee sends Report to Plenary, which sends an amended text back to Committee.

### *'Early second reading'*

3. Plenary adopts a Legislative Resolution containing the EP Position.

## Trilogues

**Parliament**      **Rapporteur, Chair or Vice-Chair, shadow rapporteurs**  
report back to Committee

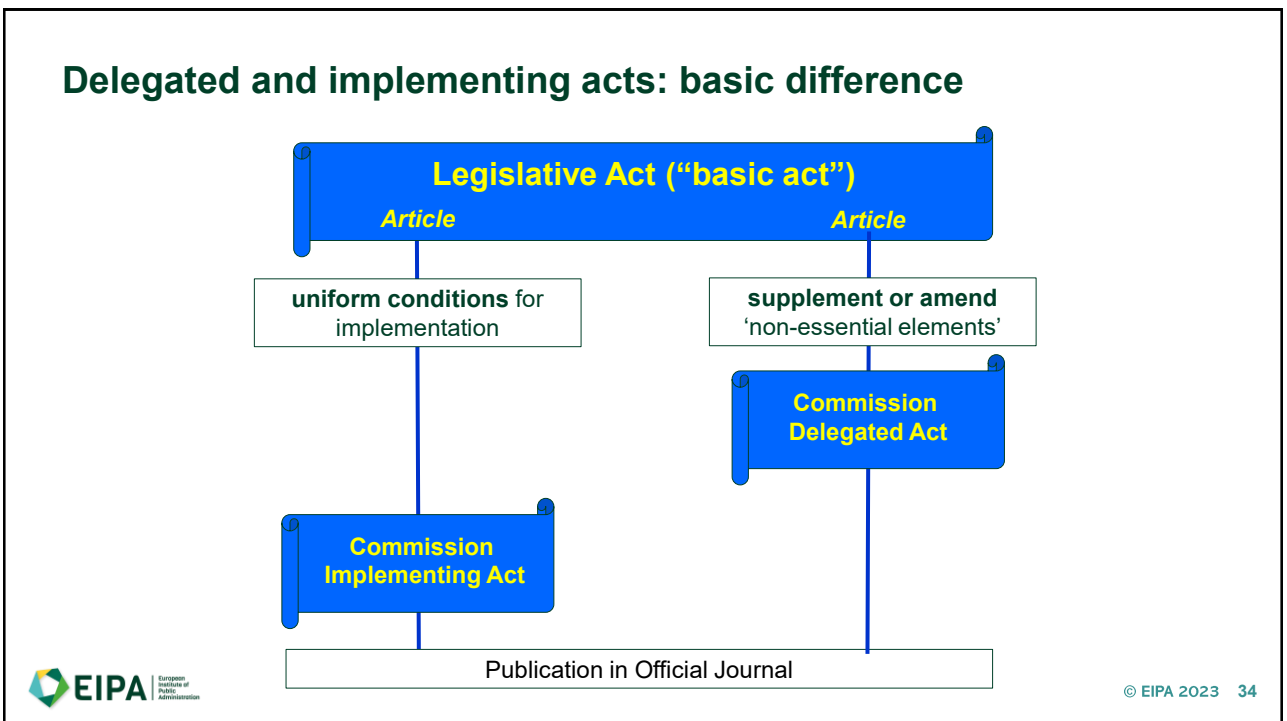
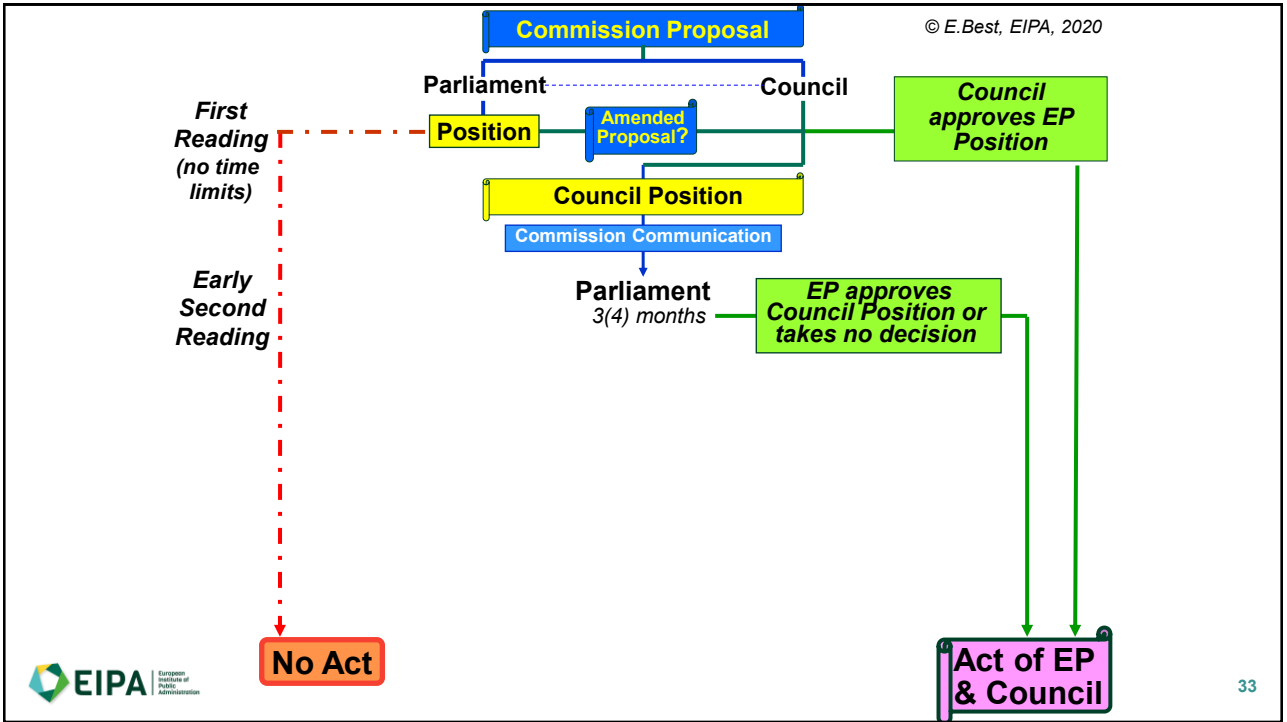
**Council**            **Presidency**  
reports back to Coreper

**Commission**      **Line DG/Commissioner, Secretariat-General**



Trilogue meeting - © European Union (2017) - European Parliament





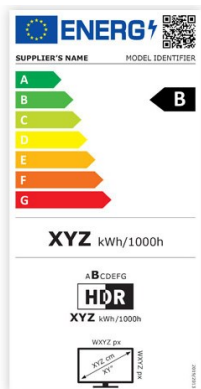
## Basic, delegated and implementing acts: example

Regulation (EU) 2018/1999 of 11 December 2018 on the Governance of the Energy Union and Climate Action

Commission Delegated Regulation (EU) 2020/1044 of 8 May 2020 supplementing Regulation (EU) 2018/1999 with regard to values for global warming potentials and the inventory guidelines and with regard to the Union inventory system

Commission Implementing Regulation (EU) 2020/1208 of 7 August 2020 on structure, format, submission processes and review of information reported by Member States pursuant to Regulation (EU) 2018/1999

## Delegated acts: example



REGULATION (EU) 2017/1369 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL  
of 4 July 2017

setting a framework for energy labelling and repealing Directive 2010/30/EU

Article 16

1. The Commission is empowered to adopt **delegated acts** in accordance with Article 17 in order to supplement this Regulation by establishing detailed requirements relating to labels **for specific product groups**.



COMMISSION DELEGATED REGULATION (EU) 2019/2013  
of 11 March 2019

**supplementing** Regulation (EU) 2017/1369 of the European Parliament and of the Council with regard to energy labelling of electronic displays and repealing Commission Delegated Regulation (EU) No 1062/2010

## Implementing acts: example

REGULATION (EU) No 1151/2012 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL  
of 21 November 2012

on quality schemes for agricultural products and foodstuffs



Article 52

Decision on registration

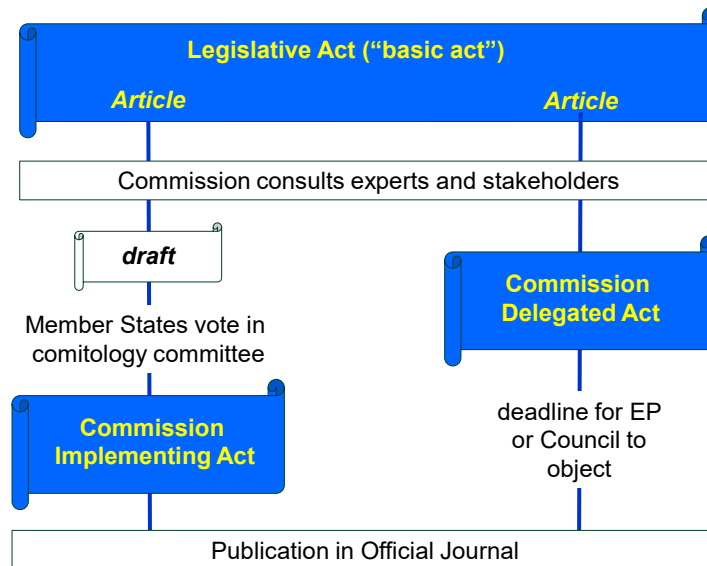
2. If the Commission receives no notice of opposition or no admissible reasoned statement of opposition [...] it shall adopt implementing acts [...] registering the name.



COMMISSION IMPLEMENTING REGULATION (EU) 2020/1198  
of 7 August 2020

approving a non-minor amendment to the specification for a name entered in the register of protected designations of origin and protected geographical indications ('Piave' (PDO))

## Delegated and implementing acts: who does what



## Implementing acts

The Commission *drafts* implementing acts

**Ex ante control by the Member States through 'comitology committees'**

The legislator specifies whether committees will follow the 'advisory' procedure (Art.4) and/or the '**examination procedure' (Art.5 - two variants)**.

Examination procedure - Member States vote by qualified majority.

The legislator refers to articles of Regulation 182/2011.



The Council may also adopt implementing acts, mainly in CFSP.

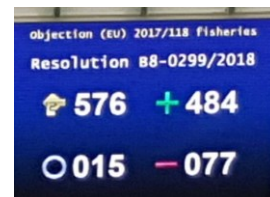
## Delegated acts

The Commission *adopts* delegated acts.

*ex post* control by Council and Parliament

The Commission may not publish the delegated act if either Council or EP 'objects' within the time limit given (min. 2 + 2 months).

13 objections by EP and 7 by Council  
(out of 1,578 as of 11 June 2023)



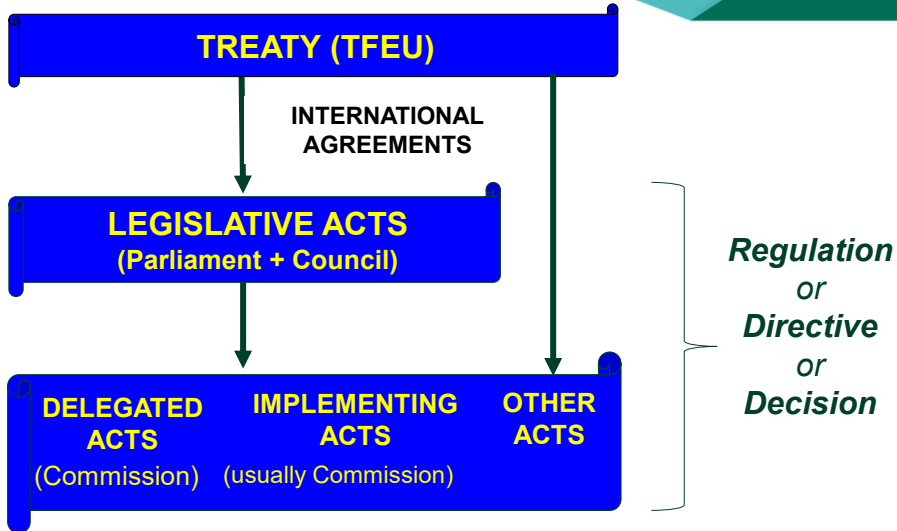
Either Council or EP may revoke the whole delegation.



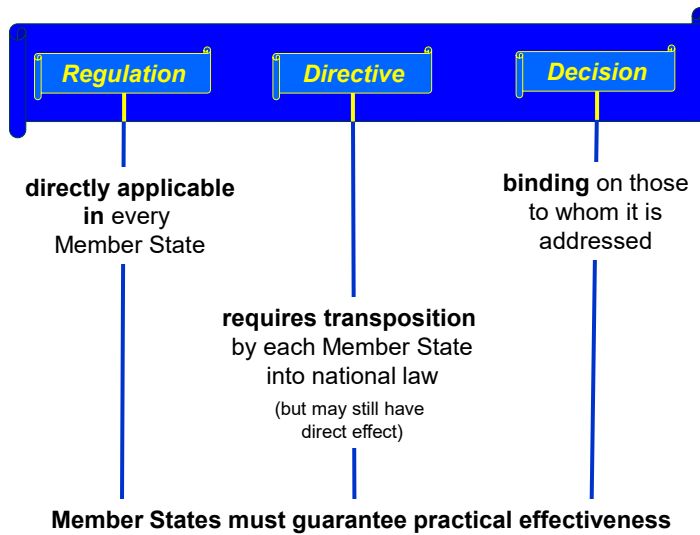
Register of delegated and implementing acts

<https://webgate.ec.europa.eu/regdel/#/home>

## EU legally binding acts - hierarchy



## EU legally binding acts – instruments



## Other institutional actors shaping EU policies

- EU Advisory Bodies
  - European Economic and Social Committee
  - European Committee of the Regions
- European External Action Service (EEAS)
- European Social Partners
- National Parliaments

## EU Agencies

various roles:

- information-gathering, networking
- operational activities
- inspection reports, technical expertise
- binding decisions



