

# EU DECISION-MAKING: PROCEDURE AND INFLUENCE

**ANDRÁS BANETH**


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[www.pac.org/europe](http://www.pac.org/europe)



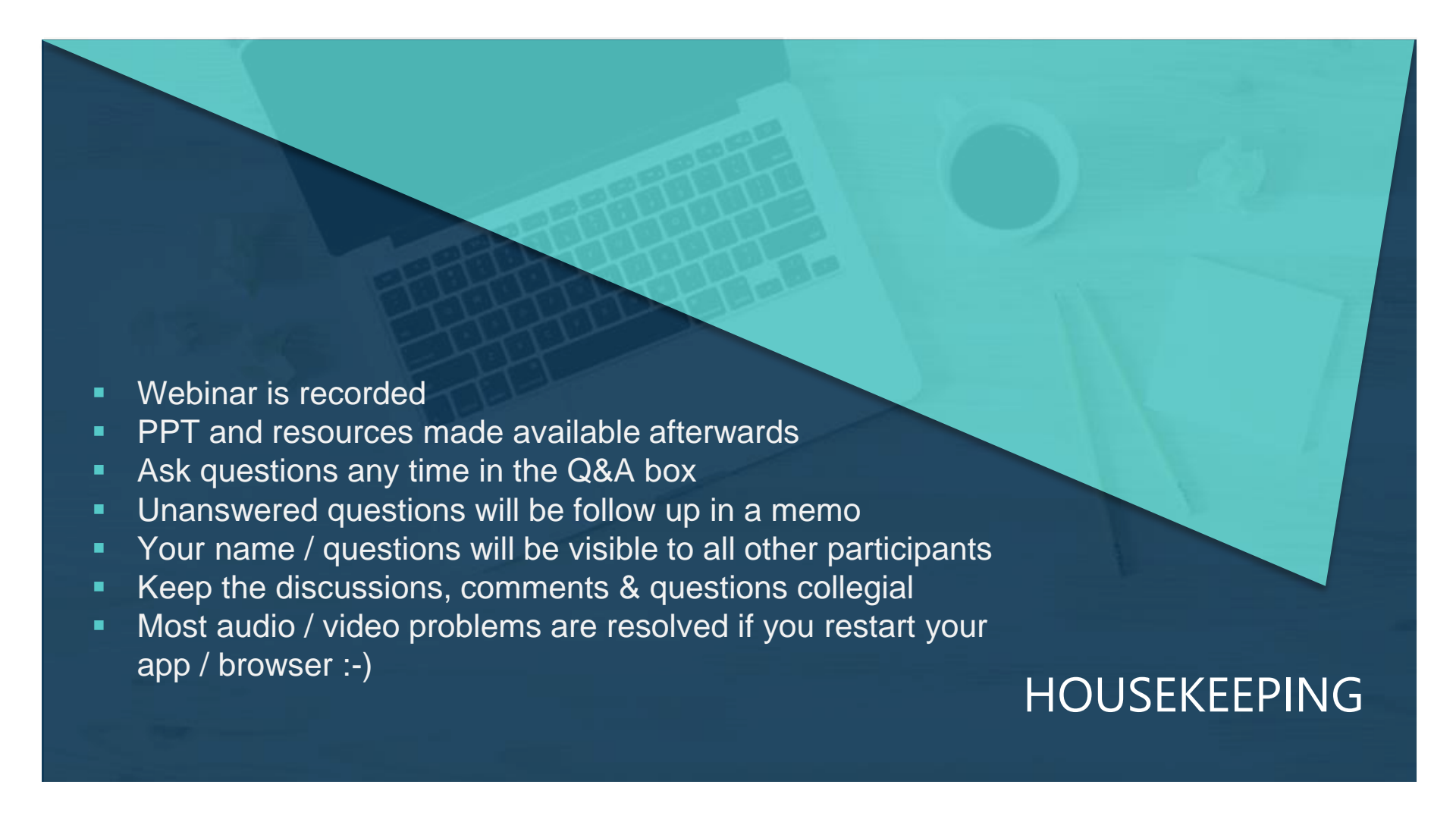
Public Affairs Council



Connect with me: [linkedin.com/in/andras-baneth](https://linkedin.com/in/andras-baneth)

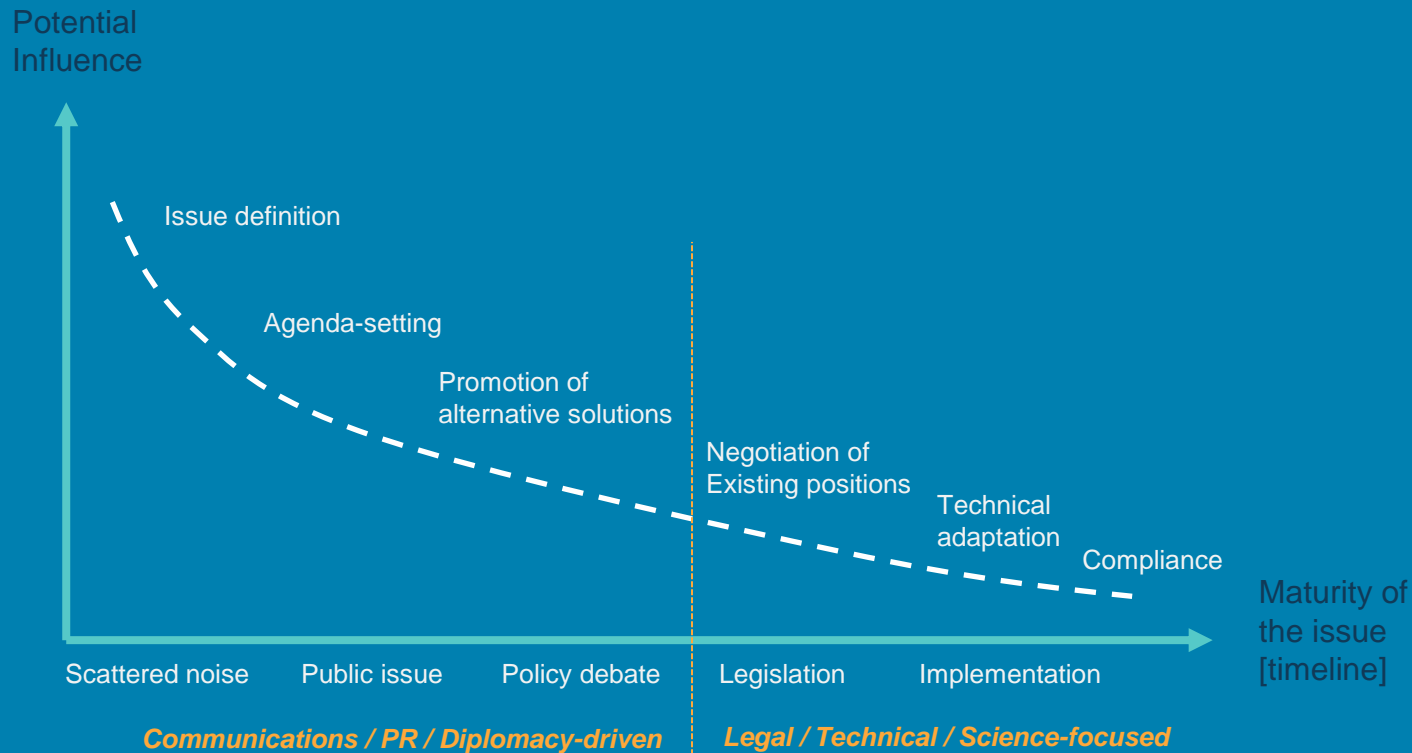
- 
- **How to influence decision-making:**  
European Commission, Council and Parliament
  - **Trilogues:** Timeline, participants, information sources and lobbying

AGENDA FOR TODAY

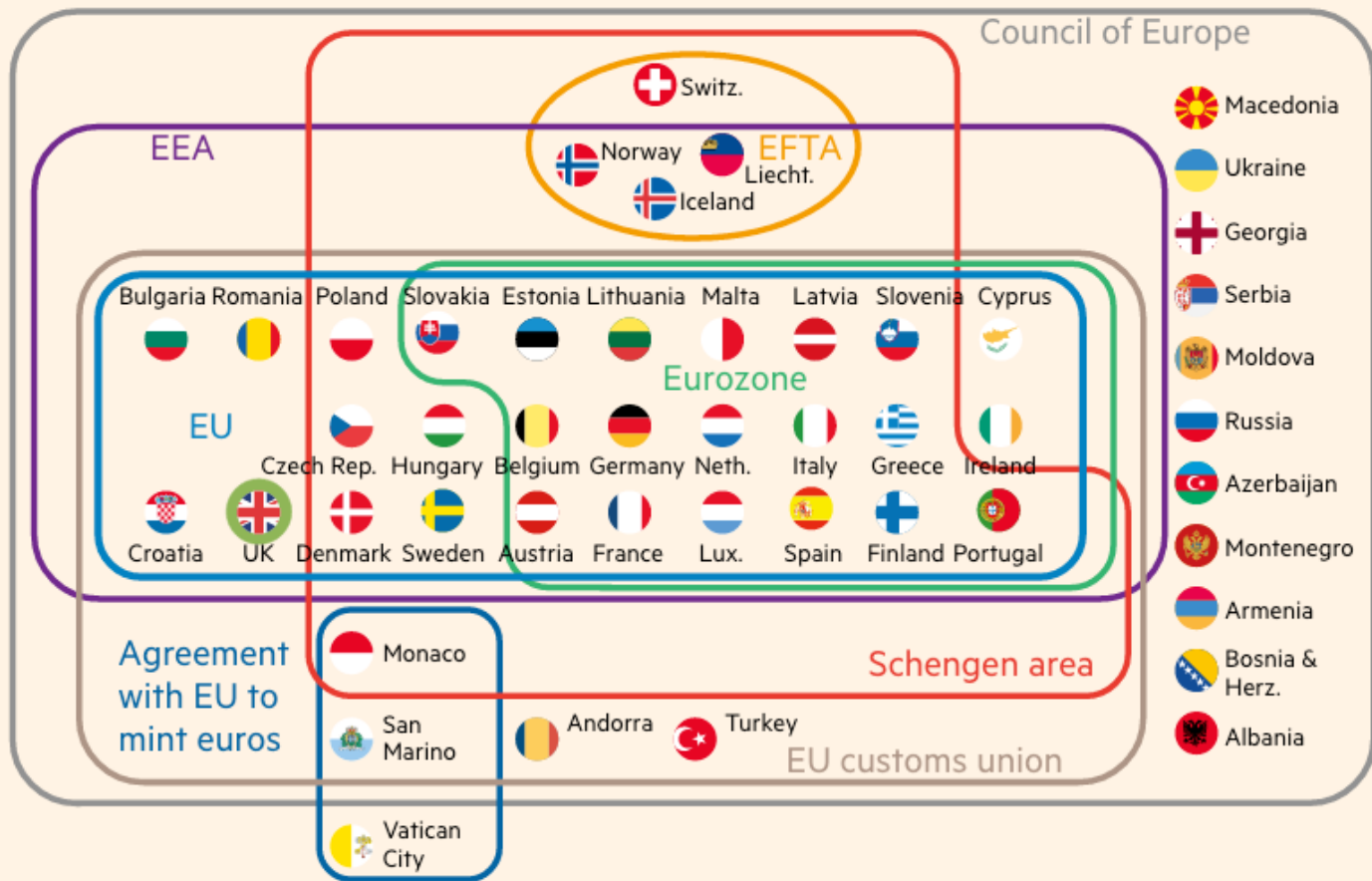
- 
- The background of the slide is a dark teal color. A diagonal line divides the slide into two sections. The upper section, which is lighter teal, contains a faint, high-angle photograph of a workspace. In this photo, a laptop is open, and next to it is a white mug filled with a dark liquid, likely coffee. There are also some papers and a pen visible on the desk. The lower section of the slide is a solid dark teal color and contains a list of bullet points in white text.
- Webinar is recorded
  - PPT and resources made available afterwards
  - Ask questions any time in the Q&A box
  - Unanswered questions will be follow up in a memo
  - Your name / questions will be visible to all other participants
  - Keep the discussions, comments & questions collegial
  - Most audio / video problems are resolved if you restart your app / browser :-)

## HOUSEKEEPING

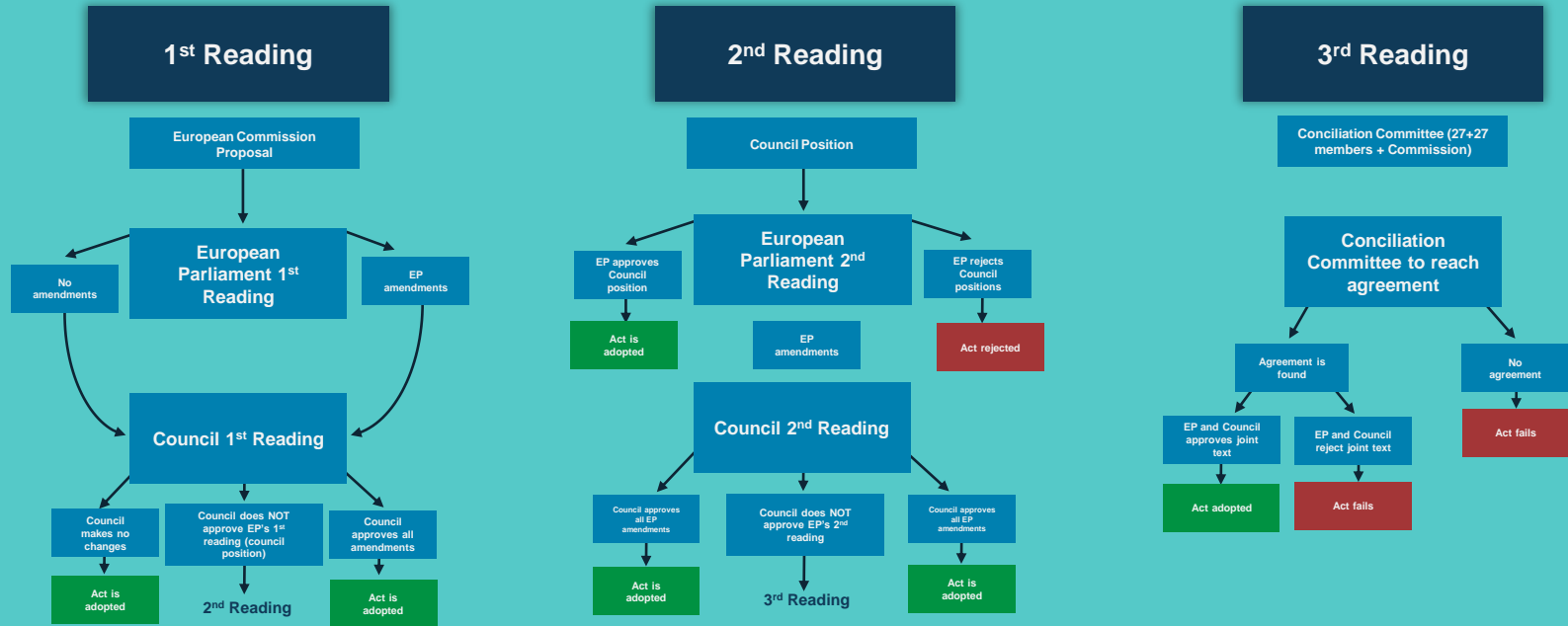
# WHAT CAN YOU ACHIEVE... AND WHEN?







# THE ORDINARY LEGISLATIVE PROCEDURE

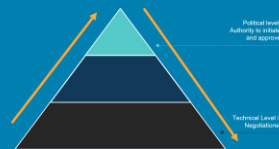


# A BIT OF CONTEXT

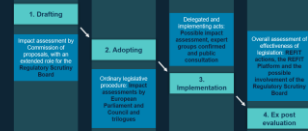
## DECISION MAKING IN THE EU



## POLICY MAKING IN THE INSTITUTIONS



## CHANGES AT FOUR STAGES IN THE EU DECISION-MAKING PROCESS

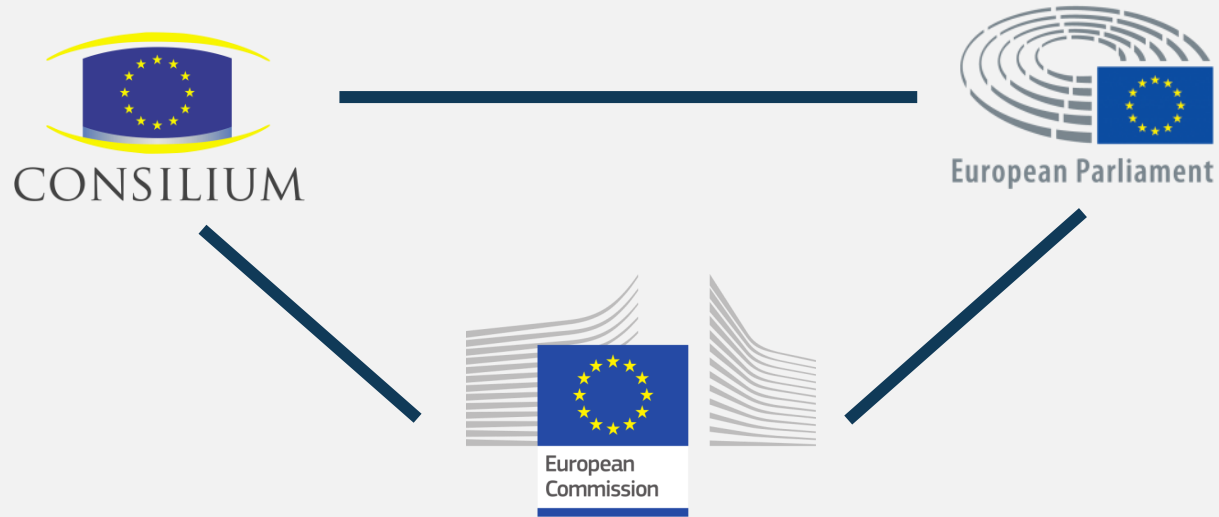


## WHAT INFLUENCES THE EUROPEAN COMMISSION TO INITIATE LEGISLATION?





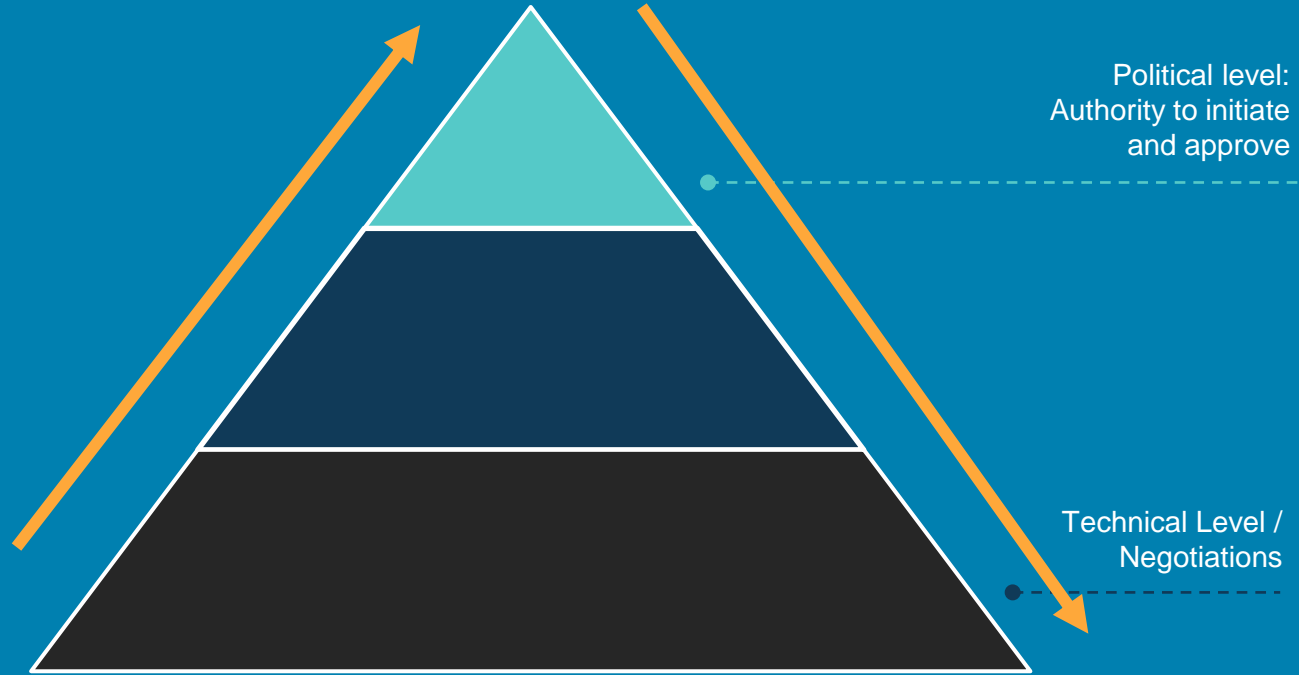
# DECISION MAKING IN THE EU



## AGENCIES (INC. ESAs)

European Food Safety Authority (EFSA)  
European Medicines Agency (EMA)  
European Banking Authority  
European Insurance and Occupational Pensions Authority  
European Securities and Markets Authority  
European Systemic Risk Board

# POLICY MAKING IN THE INSTITUTIONS



# DECISION MAKING INSIDE EU INSTITUTIONS

## EUROPEAN COMMISSION

Absolute majority

Unanimity  
(consensus)

## EUROPEAN PARLIAMENT

Simple majority

Absolute majority

Special majority

## EUROPEAN MINISTERS (MEMBER STATES)

Unanimity

Qualified majority

- 55%
- 65%



[Home](#) > [The Council of the EU](#) > [Voting system](#)

## Voting calculator

Council of the EU

Download the voting calculator also for your mobile device.



[Download from App Store](#)

[Download from Google Play](#)

### Set the votes for each country

Countries participating	Votes	Reset all to Yes
<input checked="" type="checkbox"/> All countries participating <input type="checkbox"/> Only Eurozone countries participating		
<input checked="" type="checkbox"/> Austria 1.98% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Belgium 2.56% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Bulgaria 1.56% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Croatia 0.91% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Cyprus 0.20% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Czech Republic 2.35% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Denmark 1.30% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Estonia 0.30% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	
<input checked="" type="checkbox"/> Finland 0.19% of population	<input checked="" type="radio"/> <input type="radio"/> <input type="radio"/>	

### Choose the voting rule

Voting rule Qualified majority

### Voting result



**Final result**

Approved

[Download results as pdf](#)

27

member states

Minimum "Yes" required for adoption: (55%) 15

27

Yes

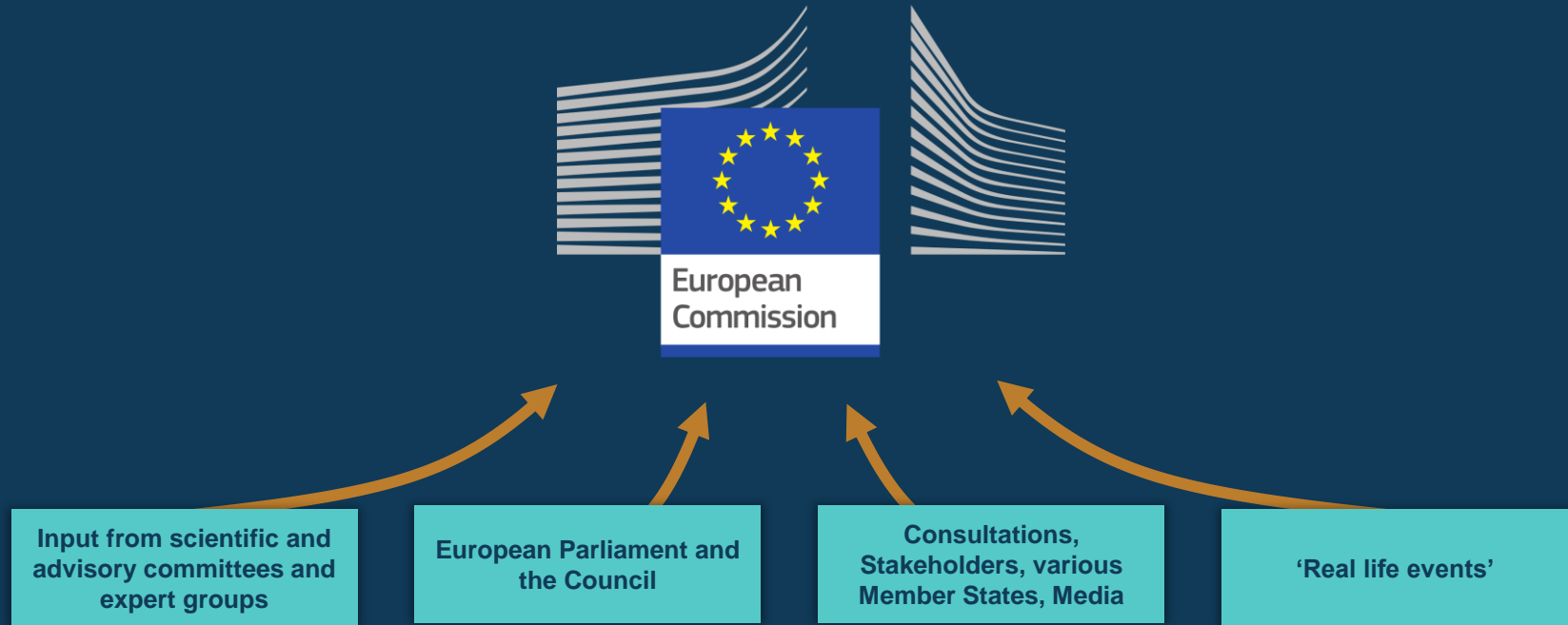
0

No

0

Abstain

## WHAT INFLUENCES THE EUROPEAN COMMISSION TO INITIATE LEGISLATION?



[recast]

## ORDINARY LEGISLATIVE PROCEDURE

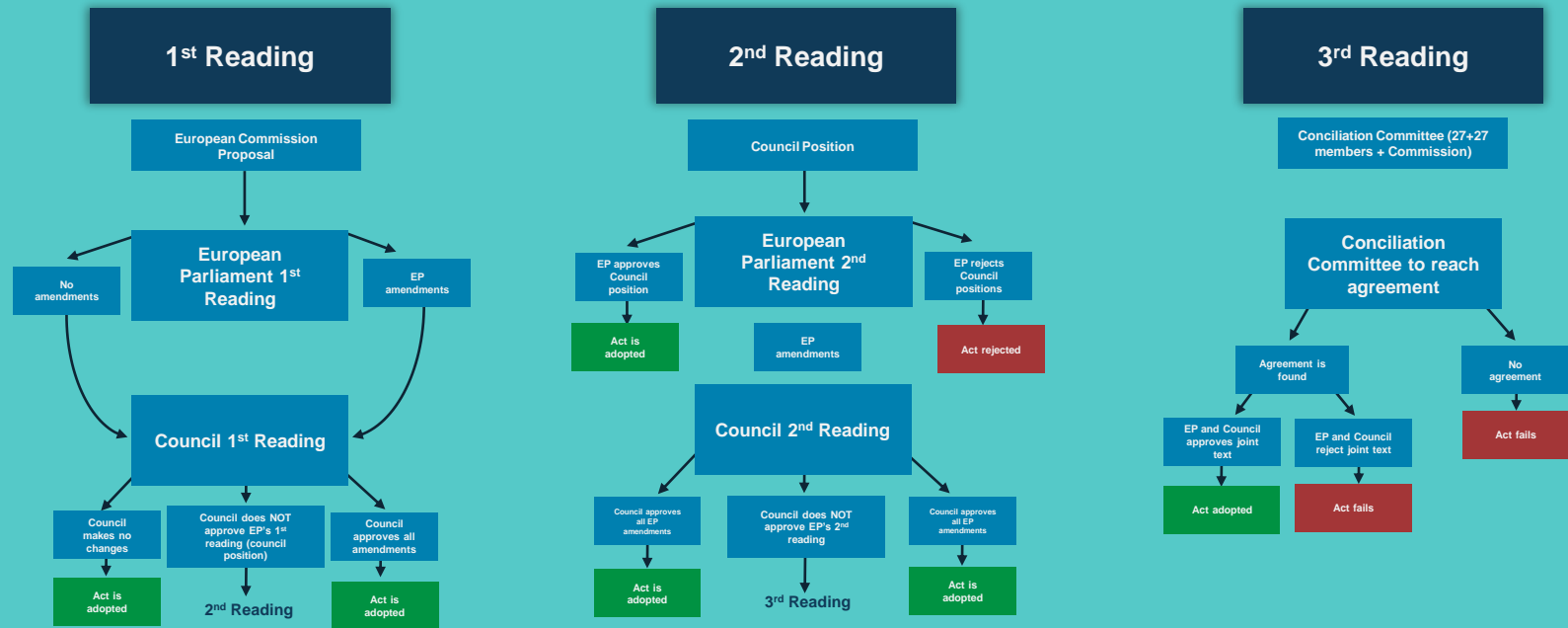


■ 1st Reading   ■ Early 2nd Reading   ■ 2nd Reading   ■ Conciliation Procedure

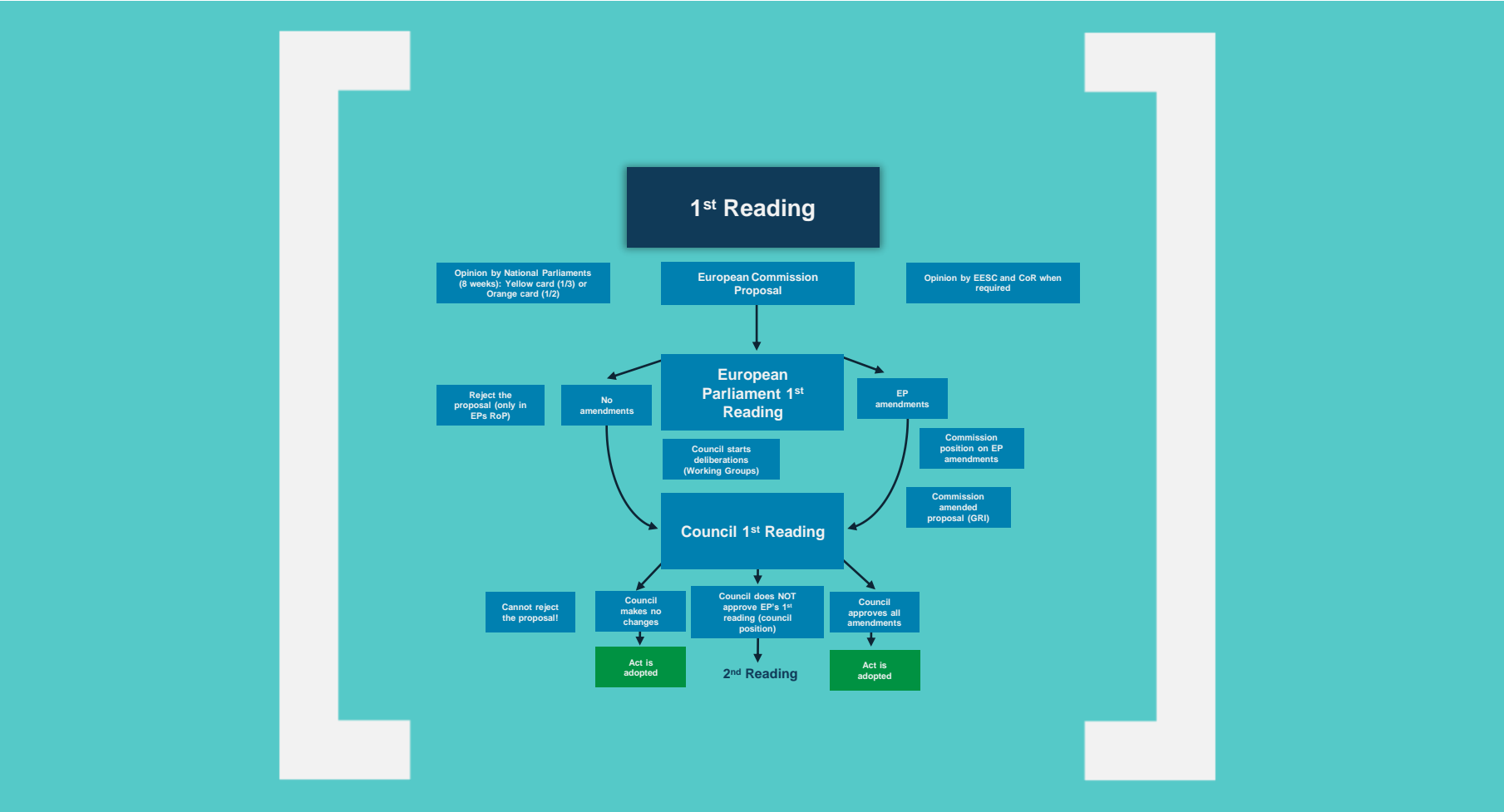
# HIERARCHY OF EU LEGAL NORMS

- Soft law [regulations, guidelines]
- Other EU law [inter-institutional agreements, rules of procedure, code of conduct]
- Implementing + Delegated Acts [Regulation, Directive, Decision]
- Legislation [Regulation, Directive, Decision]
- Treaties [TEU, TFEU, as amended by ToL]

# THE ORDINARY LEGISLATIVE PROCEDURE







**European Commission Proposal**

Opinion by EESC and  
CoR when required

Opinion by National  
Parliaments (8 weeks):  
Yellow card (1/3) or  
Orange card (1/2)

**European Parliament 1<sup>st</sup>  
Reading**

**No  
amendments**

Reject the  
proposal (only  
in EPs RoP)

**EP amendments**

**Commission  
position on EP  
amendments**

**Council starts  
deliberations  
(Working Groups)**

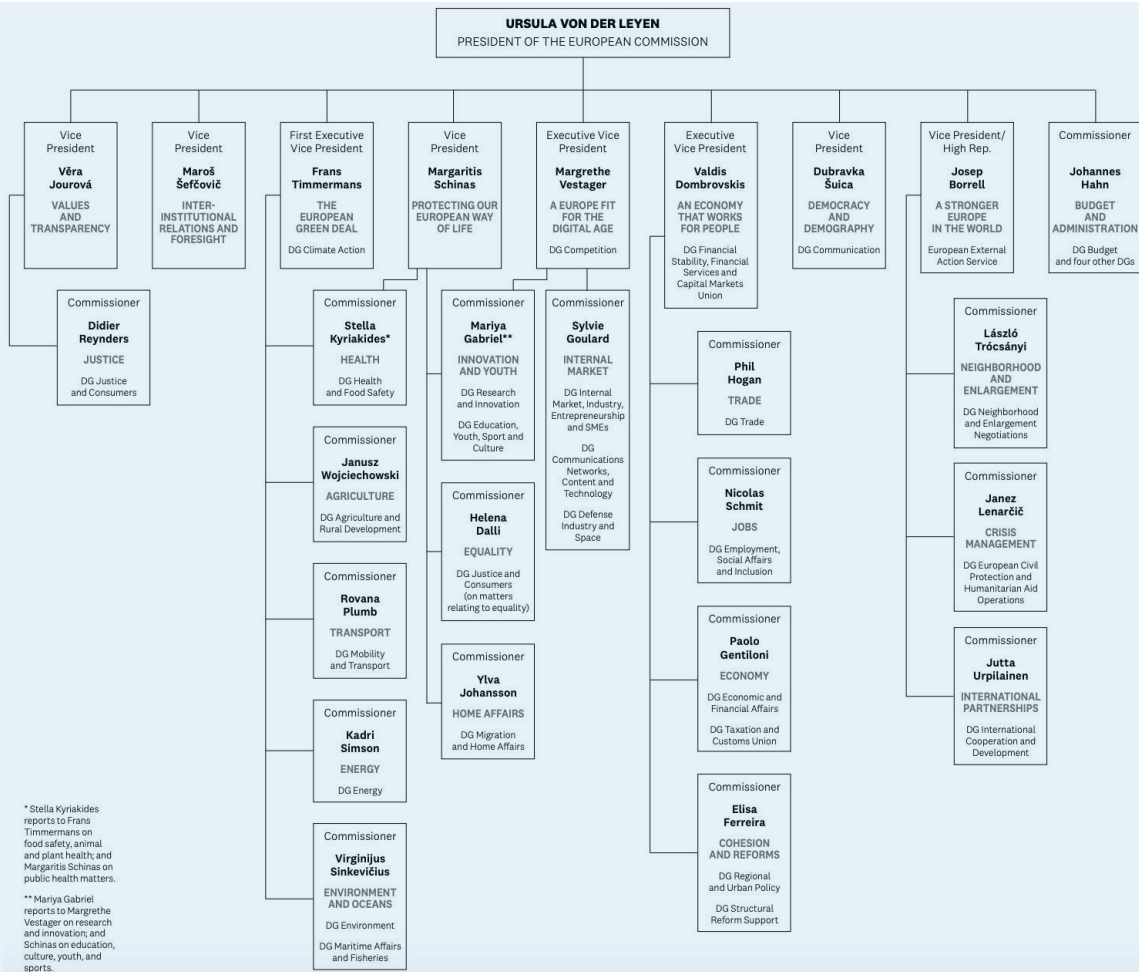
**Commission  
amended  
proposal (GRI)**





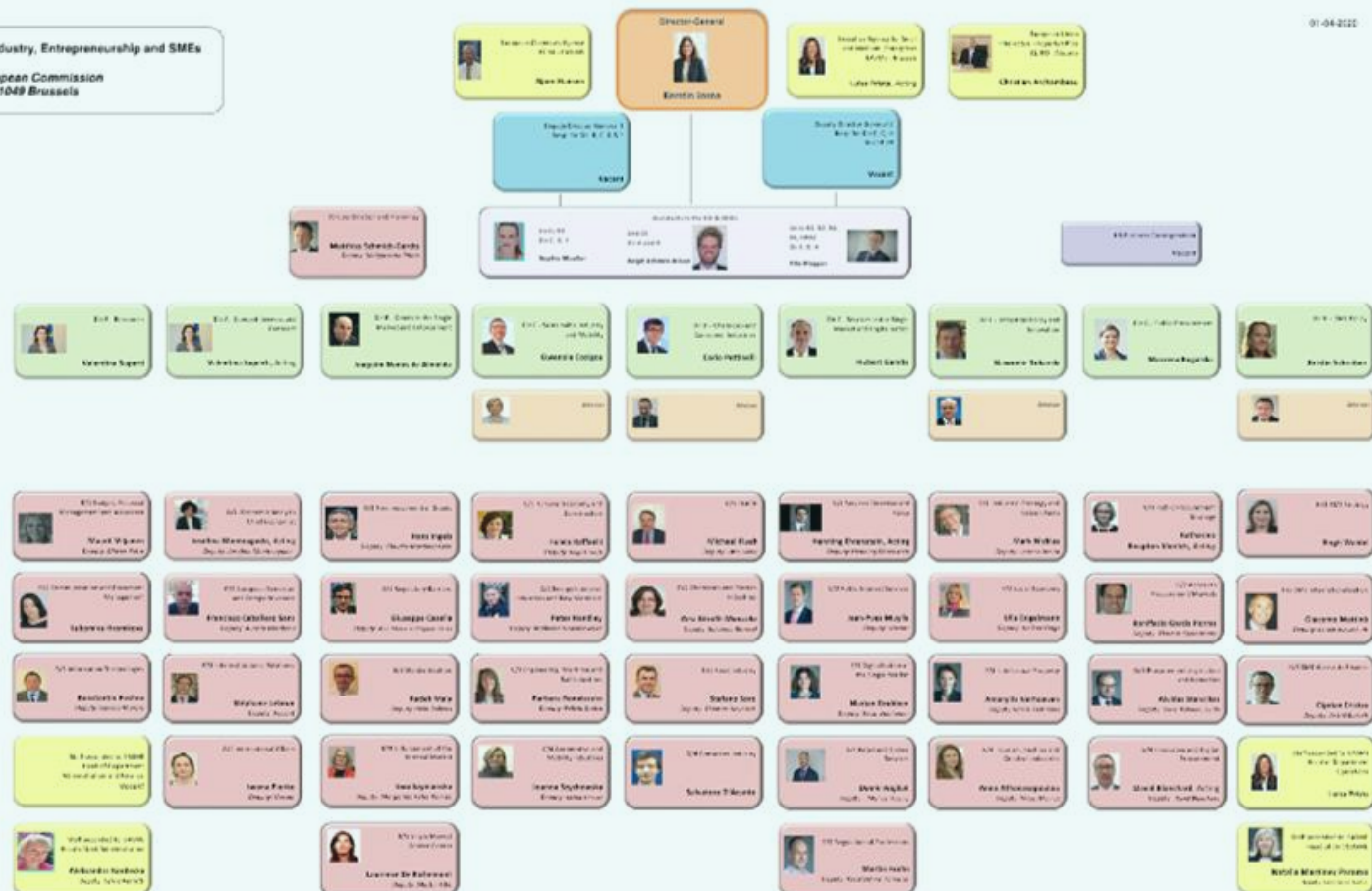
# THE COUNTRY I KNOW BEST





European Commission  
1049 Brussels

0000-0000-0000-0000



[Home](#) > [Publications](#) > 2021 Commission work programme – key documents

## 2021 Commission work programme – key documents

Part of collections:

First published on

Author

Commission work programme

19 October 2020

Secretariat-General

### Files

**2021 Commission work programme**  
English[Download](#)

Available languages (22) ▾

**2021 Commission work programme - annexes**  
English[Download](#)

Available languages (22) ▾

**2021 Commission work programme – publication**  
English (797.2 KB - PDF)[Download](#)

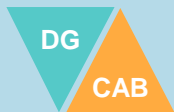
Available languages (22) ▾

**2021 Commission work programme explained - factsheet**  
English (158.5 KB - PDF)[Download](#)

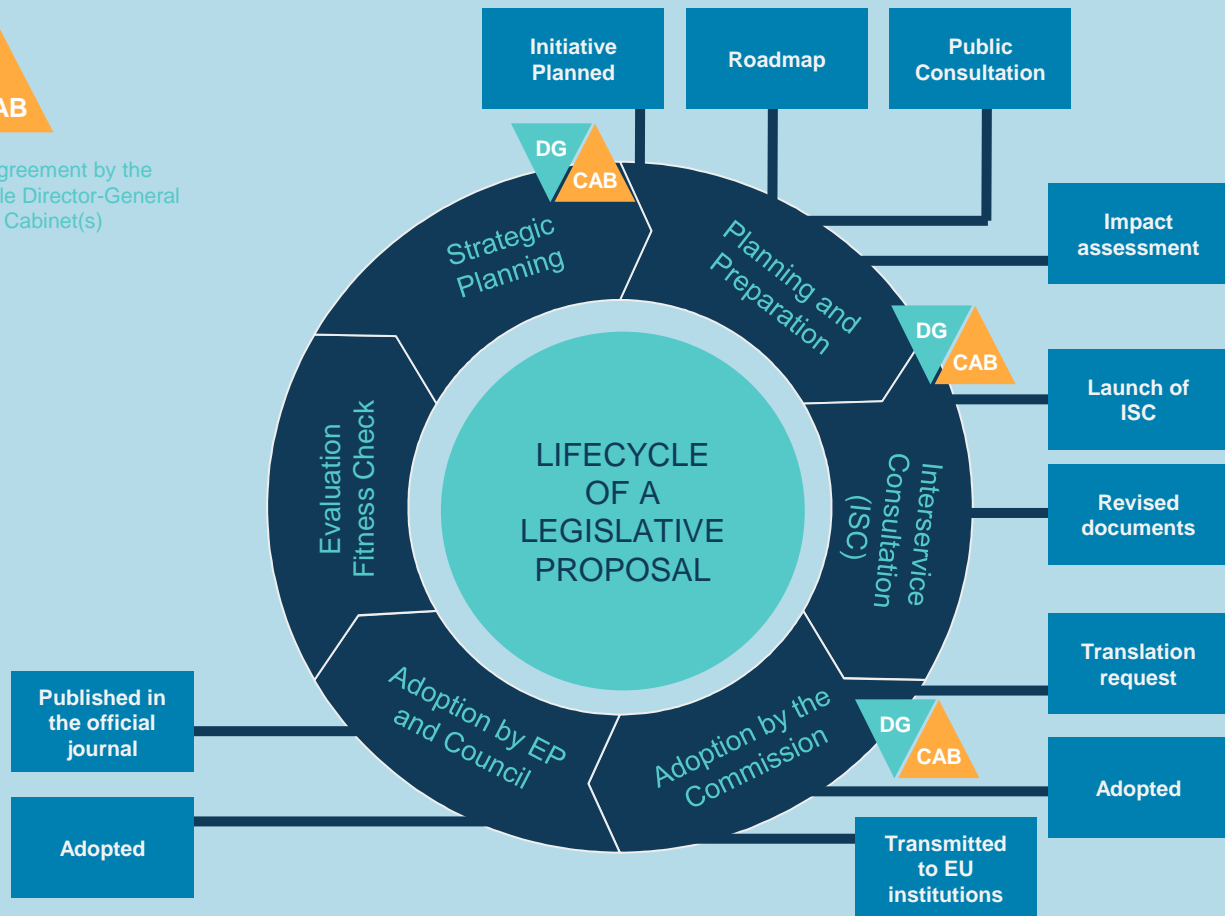


No.	Policy objective	Initiatives
3.	Biodiversity and toxic-free environment package	a) <b>Action plan for the development of organic production: on the way to 2030</b> (non-legislative, Q1 2021) b) <b>Minimising the risk of deforestation and forest degradation associated with products placed on the EU market</b> (legislative, incl. impact assessment, Q2 2021) c) <b>Zero pollution action plan for water, air and soil</b> (non-legislative, Q2 2021) d) <b>New legal framework on the restoration of healthy ecosystems</b> (legislative, incl. impact assessment, Article 192 TFEU, Q4 2021)
4.	Sustainable and smart mobility	a) <b>Revision of the Directive on Intelligent Transport Systems, including a multimodal ticketing initiative</b> (legislative, incl. impact assessment, Article 91 TFEU, Q3 2021) b) <b>Revision of the Regulation on the trans-European transport network (TEN-T)</b> (legislative, incl. impact assessment, Article 172 TFEU, Q3 2021) c) <b>EU 2021 Rail Corridor Initiative, including the revision of the Rail Freight Corridor Regulation and actions to boost passenger rail</b> (non-legislative and legislative, incl. impact assessment, Article 91 TFEU, Q3 2021) d) <b>Development of post-Euro 6/VI emission standards for cars, vans, lorries and buses</b> (legislative, incl. impact assessment, Article 114 TFEU, Q4 2021)
<b>A Europe Fit for the Digital Age</b>		
5.	Europe's digital decade	Europe's digital decade: 2030 digital targets (non-legislative, Q1 2021)
6.	Data package	a) <b>Data Act</b> (legislative, incl. impact assessment, Article 114 TFEU, Q3 2021) b) <b>Review of the Database Directive</b> (legislative, incl. impact assessment, Article 114 TFEU, Q3 2021)
7.	Digital levy	<b>Digital levy and a proposal for digital levy as own resource</b> (legislative, incl. impact assessment, Q2 2021)
8.	A trusted and secure European e-ID	<b>A trusted and secure European e-ID</b> (legislative, incl. impact assessment, Article 114 TFEU, Q1 2021)
9.	Platform workers	<b>Improving the working conditions of platform workers</b> (legislative, incl. impact assessment, Article 153 TFEU, Q1/Q4 2021)
10.	Industrial strategy for Europe	<b>Updating the new industrial strategy for Europe</b> (non-legislative, Q2 2021)
11.	Foreign subsidies	<b>Follow-up to the White Paper on foreign subsidies:</b> a) <b>Levelling the playing field</b> (legislative, incl. impact assessment, Article 207 TFEU, Q2 2021) b) <b>Public procurement</b> (legislative, incl. impact assessment, Article 207 TFEU, Q2 2021)
12.	Civil, defence and space industries	<b>Action plan on synergies between civil, defence and space industries</b> (non-legislative, Q1 2021)
13.	Design requirements and consumer rights for electronics	<b>New design requirements and consumer rights for electronics</b> (legislative, incl. impact assessment, Article 114 TFEU, Q4 2021)





Prior agreement by the  
responsible Director-General  
& Cabinet(s)



The background of the slide is a blurred image of the European Union flag, featuring a circle of twelve gold stars on a blue field. A solid blue horizontal bar is positioned across the middle of the slide, containing the title text.

# European Commission Proposal

# European Parliament 1<sup>st</sup> Reading

Reject the  
proposal (only  
in EPs RoP)

No  
amendments

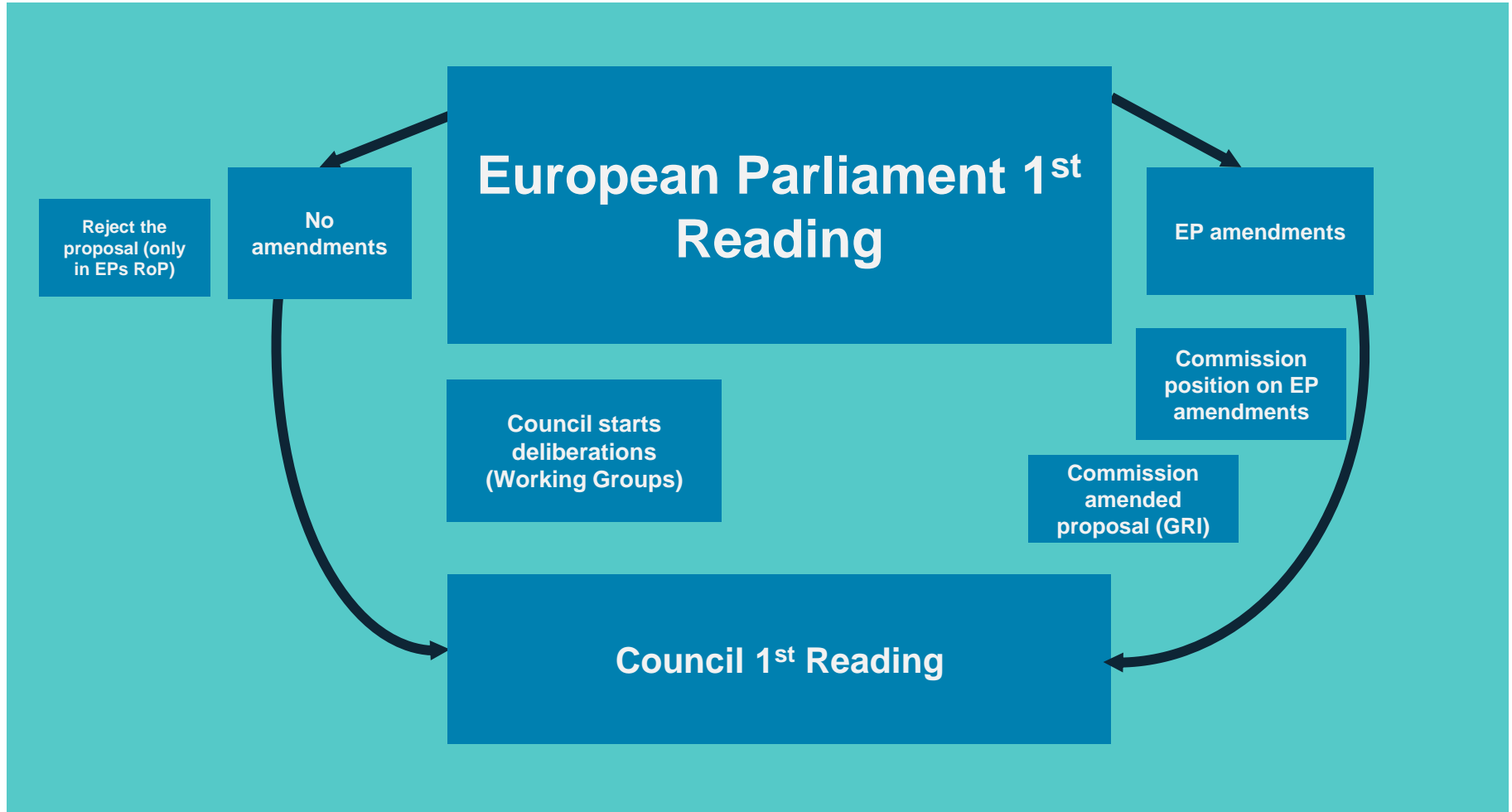
EP amendments

Commission  
position on EP  
amendments

Commission  
amended  
proposal (GRI)

Council starts  
deliberations  
(Working Groups)

## Council 1<sup>st</sup> Reading



# Green Deal – The Coordinators

logos **earn trust.  
make change.**



European Parliament

1 February 2020 – 31 May 2024

David Sassoli



Lorenzo Mannelli  
Head of Cabinet

Klaus Welle  
Secretary General

"I want the European Green Deal to become Europe's hallmark. At the heart of it is our commitment to becoming the world's first climate-neutral continent. It is also a long-term economic imperative: those who act first and fastest will be the ones who grasp the opportunities from the ecological transition. I want Europe to be the front-runner. I want Europe to be the exporter of knowledge, technologies and best practice."

— Ursula von der Leyen  
President of the European Commission

## Chairs and Vice-Chairs

**ENVI**  
Committee on  
the Environment,  
Public Health  
and Food Safety



Pacal Canfin  
Chair



Dan-Ștefan Motreanu  
Vice-Chair



Bas Eickhout  
Vice-Chair



César Luena  
Vice-Chair



Anja Hazekamp  
Vice-Chair

**ITRE**  
Committee on  
Industry, Research  
and Energy



Cristian Bușoi  
Chair



Patrizia Toia  
Vice-Chair



Morten Petersen  
Vice-Chair

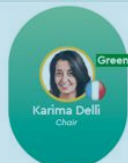


Lina Gálvez Muñoz  
Vice-Chair



Zdzisław Krasnodębski  
Vice-Chair

**TRAN**  
Committee on  
Transport and  
Tourism



Karima Delli  
Chair



Sven Schulze  
Vice-Chair



Andris Ameriks  
Vice-Chair



István Ujhelyi  
Vice-Chair



Jan-Christoph Oetjen  
Vice-Chair

**IMCO**  
Committee on  
the Internal Market  
and Consumer  
Protection



Petra De Sutter  
Chair



Róża Thun und Hohenstein  
Vice-Chair



Maria Manuel Leitão Marques  
Vice-Chair



Maria Grapini  
Vice-Chair



Pierre Karllekind  
Vice-Chair

## Political Group Coordinators



Peter Liese  
Coordinator



Bas Eickhout  
Coordinator



Christian Ehler  
Coordinator



Ville Niinistö  
Coordinator



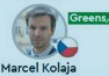
Marian-Jean Marinescu  
Coordinator



Ciarán Cuffe  
Coordinator



Andreas Schwab  
Coordinator



Marcel Kolaja  
Coordinator



Jytte Guteland  
Coordinator



Alexandr Vondra  
Coordinator



Dan Nica  
Coordinator



Zdzisław Krasnodębski  
Coordinator



Johan Danielsson  
Coordinator



Roberts Zile  
Coordinator



Christel Schaldemose  
Coordinator



Adam Bielan  
Coordinator



Nils Torvalds  
Coordinator



Silvia Modig  
Coordinator



Martina Dlabajová  
Coordinator



Marisa Matias  
Coordinator



José Ramón Bauzá Díaz  
Coordinator



Elena Kountoura  
Coordinator



Dita Charanzová  
Coordinator



Kateřina Konečná  
Coordinator



Silvia Sardone  
Coordinator



Paolo Borchia  
Coordinator



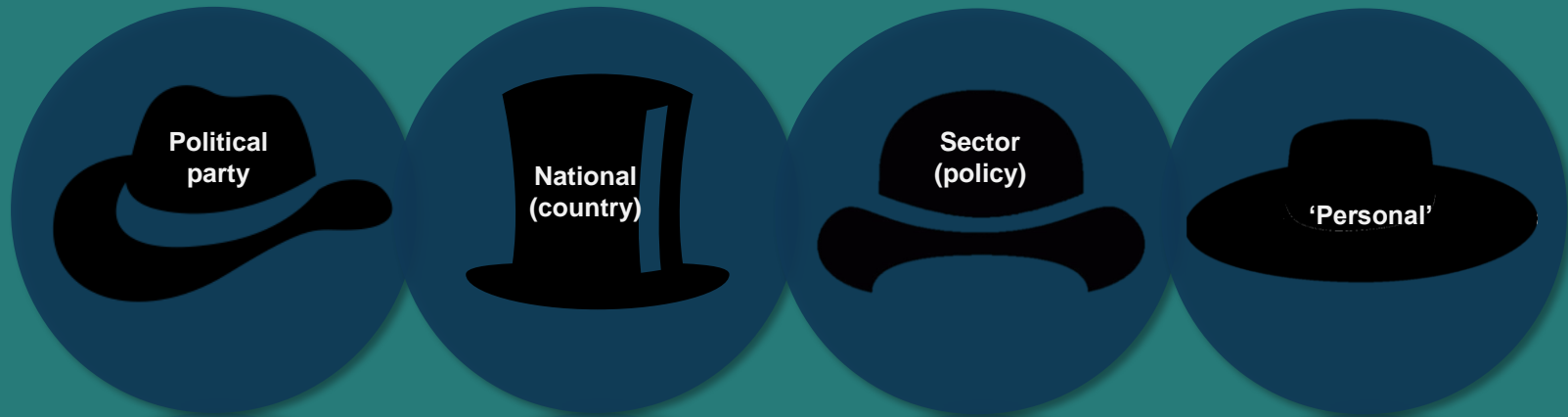
Roman Haider  
Coordinator



Virginie Jon  
Coordinator




















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# 4 'Hats' of an MEP






# EXAMPLE: 2018/172(COD)

## Single Use Plastics

Key players		
European Parliament	Committee responsible	Rapporteur
	 Environment, Public Health and Food Safety	 RIES Frédérique
		 Shadow rapporteur
		 FLORENZ Karl-Heinz
		 PAOLUCCI Massimo
		 DEMESMAEKER Mark
		 BOYLAN Lynn
		 AUKEN Margrete
		 PEDICINI Piemicola
		 GODDYN Sylvie
	Committee for opinion	Rapporteur for opinion
	 Economic and Monetary Affairs	 KAPPEL Barbara
	 Industry, Research and Energy	 KAPPEL Barbara
	 Agriculture and Rural Development	 ROPÉ Bronis
	 Fisheries	 BRIANO Renata
	 Legal Affairs	The committee decided not to give an opinion.
of the European		
Commission	Commission DG	Commissioner
	Environment	VELLA Karmenu

## Key events

28/05/2018	Legislative proposal published	<a href="#">COM(2018)0340</a>	Summary
11/06/2018	Committee referral announced in Parliament, 1st reading/single reading		
10/10/2018	Vote in committee, 1st reading/single reading		
11/10/2018	Committee report tabled for plenary, 1st reading/single reading	<a href="#">A8-0317/2018</a>	Summary
22/10/2018	Debate in Parliament		
24/10/2018	Results of vote in Parliament		
24/10/2018	Decision by Parliament, 1st reading/single reading	<a href="#">T8-0411/2018</a>	Summary
24/10/2018	Matter referred back to the committee responsible		
22/01/2019	Approval in committee of the text agreed at 1st reading interinstitutional negotiations	<a href="#">PE632.990</a> <a href="#">GEDA/A/(2019)000622</a>	
27/03/2019	Debate in Parliament		
27/03/2019	Decision by Parliament, 1st reading/single reading	<a href="#">T8-0305/2019</a>	Summary
25/05/2019	Act adopted by Council after Parliament's 1st reading		
26/05/2019	Final act signed		
27/05/2019	End of procedure in Parliament		
27/05/2019	Final act published in Official Journal		



Home > [The Council of the EU](#)

The Council of the EU

### by topic

Consumer protection

Topics

### Working parties by Council formation

Agriculture and Fisheries Council

Economic and Financial Affairs Council

Justice and Financial Affairs Council

Justice, Youth, Culture and Sports

Justice, Social Policy, Health and  
Consumer Affairs Council

Working party configurations

## Council preparatory bodies

- › Ad Hoc Working Party on Genetically Modified Organisms (GMO)
- › Coreper I
- › Working Party of Chief Veterinary Officers
- › Working Party of Veterinary Experts
- › Working Party on Agricultural Questions
- › Working Party on Consumer Protection and Information
- › Working Party on Foodstuff Quality
- › Working Party on Foodstuffs
- › Working Party on Pharmaceuticals and Medical Devices
- › Working Party on Technical Harmonisation

**COVID-19:** This page is constantly updated to reflect the latest changes to the calendar of summits, ministerial meetings and video conferences.

The list of meetings of the Council preparatory bodies is included in the following document:

The Council is supported by the Committee of Permanent Representatives of the Governments of the Member States to the European Union (**Coreper**) and more than **150 highly specialised working parties and committees**, known as the 'Council preparatory bodies'.

The preparatory bodies can be divided into two main categories:



# European Parliament 1<sup>st</sup> Reading

Reject the  
proposal (only  
in EPs RoP)

No  
amendments

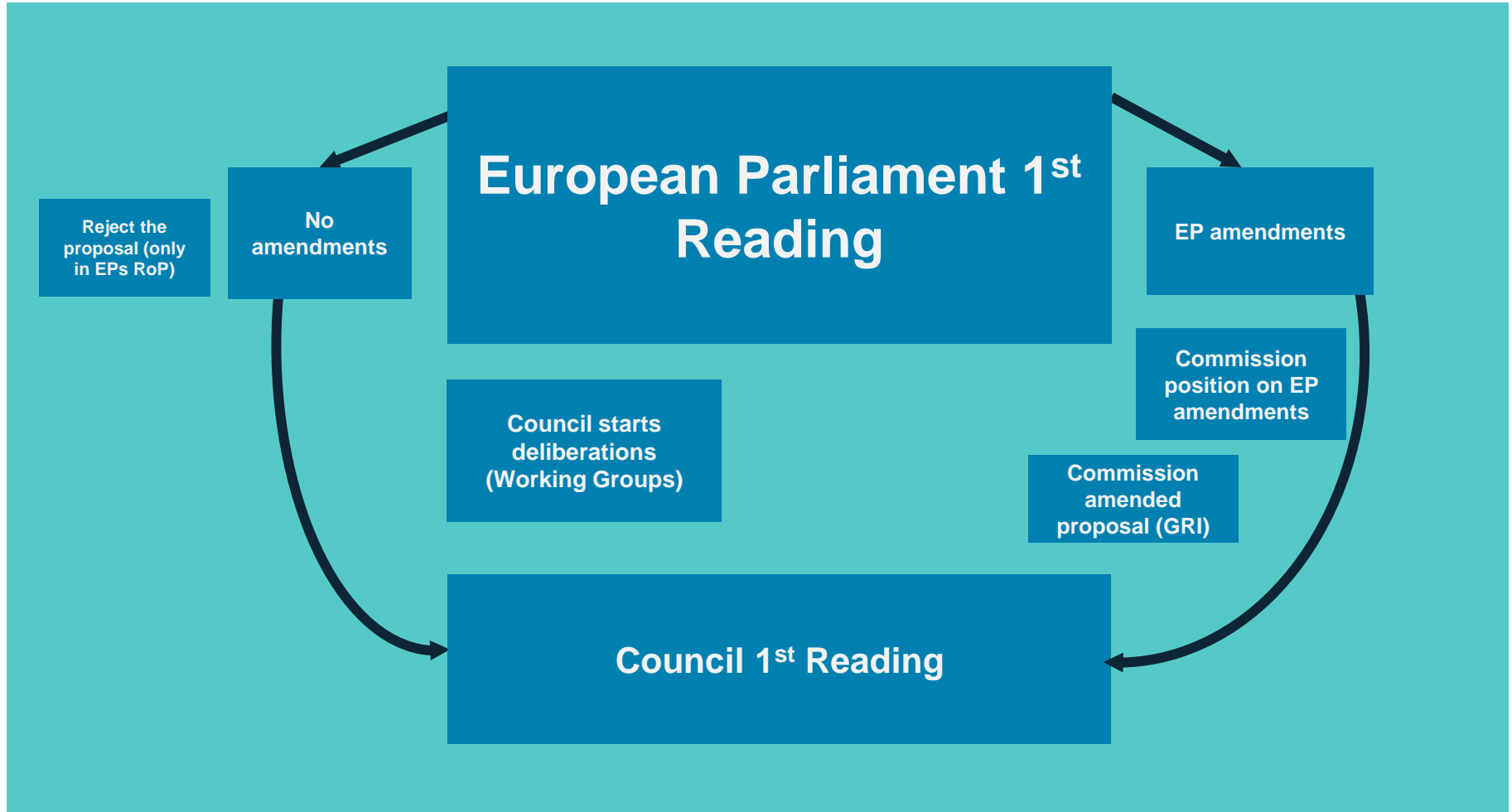
EP amendments

Commission  
position on EP  
amendments

Commission  
amended  
proposal (GRI)

Council starts  
deliberations  
(Working Groups)

## Council 1<sup>st</sup> Reading



# TRILOGUES

## THE LOGIC...



## DELEGATIONS

## NEGOTIATIONS

- As many rounds as needed
- Until agreement is found (or lack of it)
- Once agreed: Presidency via COREPER sends letter of assurance
- If EP votes on it [Political Groups → Committee →] Plenary, Council will adopt it as A point

COPIES OF  
THE 12 MONTHLY REPORTS

REPORT  
Date: 2015  
From: 1 January 2015  
To: 31 December 2015  
Page: 1/1

ADDITIONAL INFORMATION

The Commission will continue to work on the following items:

1. Review of the Commission's work on the following items:
2. Review of the Commission's work on the following items:
3. Review of the Commission's work on the following items:
4. Review of the Commission's work on the following items:

# THE LOGIC...

1. What is the position of each of the 3 institutions?
2. Once officially clarified, needs to be mandated
3. How can the 3 positions be reconciled?
4. Once agreed, needs political approval in each
5. When both (de facto all three) 'cleared' it → act adopted



## DELEGATIONS



- Presidency [chair of WG]
- Or: COREPER chair
- Council Secretariat [unit + LS + CoD unit]



- Rapporteur
- Shadow rapporteurs [or staff from political groups]
- EP Secretariat



- HoU or Director in charge
- SecGen
- Legal Service

# NEGOTIATIONS

- As many rounds as needed
- Until agreement is found (or lack of it)
- Once agreed: Presidency via COREPER sends letter of assurance
- If EP votes on it [Political Groups → Committee →] Plenary, Council will adopt it as A point



COUNCIL OF  
THE EUROPEAN UNION

Brussels, 13 February 2014  
(OR. en)

6304/1/14  
REV 1 ADD 1

OJ CRP1 6

**PROVISIONAL AGENDA**

Subject:	2485th meeting of the PERMANENT REPRESENTATIVES COMMITTEE (Part 1)
Date:	14 February 2014
Time:	14.30
Venue:	Brussels

**ADDENDUM N° 1 to the REVISED PROVISIONAL AGENDA**

**The Committee will continue with the examination of the following item:**

**II**

**31. Remunerations (First reading) (Legislative deliberation)**

- a) Proposal for a Regulation of the European Parliament and of the Council adjusting with effect from 1 July 2011 the remuneration and pensions of officials and other servants of the European Union and the correction coefficients applied thereto
- b) Proposal for a Regulation of the European Parliament and of the Council adjusting with effect from 1 July 2012 the remuneration and pensions of officials and other servants of the European Union and the correction coefficients applied thereto
- **Presidency debriefing on the outcome of the informal trilogue**

[This item will be taken  
in a separate session]

# THE 4 COLUMN DOCUMENT

COMMISSION PROPOSAL COM(2013) 245 final (22 April 2013)	EP Plenary Position (Doc P7_TA-PROV(2013)0437 of 23 October 2013)	COUNCIL GENERAL APPROACH: (Doc 15458/1/12 REV 1 of 22 July 2013)	
transparent decision-making in relation to the policies affecting the oceans, seas, islands, coastal and outermost regions and maritime sectors, in accordance with the Commission Communication "An Integrated Maritime Policy of the European Union" <sup>28</sup> .	transparent decision-making in relation to the policies affecting the oceans, seas, islands, coastal and outermost regions and maritime sectors, in accordance with the Commission Communication "An Integrated Maritime Policy of the European Union" <sup>29</sup> .		
(76) Sustained funding is needed for the implementation and further development of the Integrated Maritime Policy for the European Union as reflected in the statements of the Council, the European Parliament and the Committee of the Regions <sup>29</sup> .	(76) Sustained funding is needed for the implementation and further development of the Integrated Maritime Policy for the European Union as reflected in <i>Regulation (EU) No 1255/2011 of the European Parliament and of the Council of 30 November 2011 establishing a Programme to support the further development of an Integrated Maritime Policy<sup>3</sup> and the</i>		

## Procedure in the EP



## Procedure in the Council





**European Commission Proposal**

Opinion by EESC and  
CoR when required

Opinion by National  
Parliaments (8 weeks):  
Yellow card (1/3) or  
Orange card (1/2)

**European Parliament 1<sup>st</sup>  
Reading**

**No  
amendments**

Reject the  
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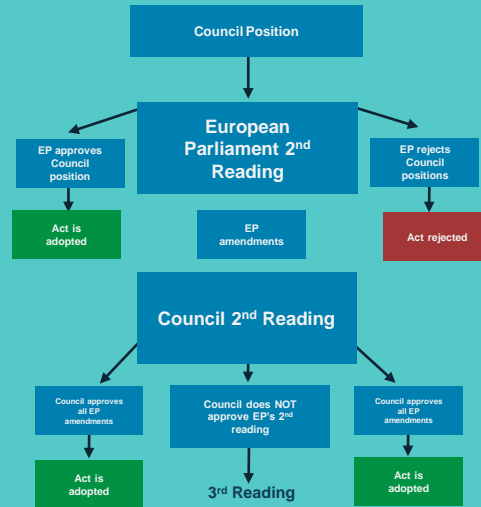
**EP amendments**

**Commission  
position on EP  
amendments**

**Council starts  
deliberations  
(Working Groups)**

**Commission  
amended  
proposal (GRI)**

## 2<sup>nd</sup> Reading



## 3<sup>rd</sup> Reading

Conciliation Committee (27+27  
members + Commission)

**EP delegation**  
•Chair: 2 of 4 EP VPs  
•Rapporteur  
•Committee chair  
•22 other MEPs

**Council delegation**  
•Chair: Minister (from  
Presidency)  
•COREPER

**Conciliation  
Committee to reach  
agreement**

Agreement is  
found

No  
agreement

EP and Council  
approves joint  
text

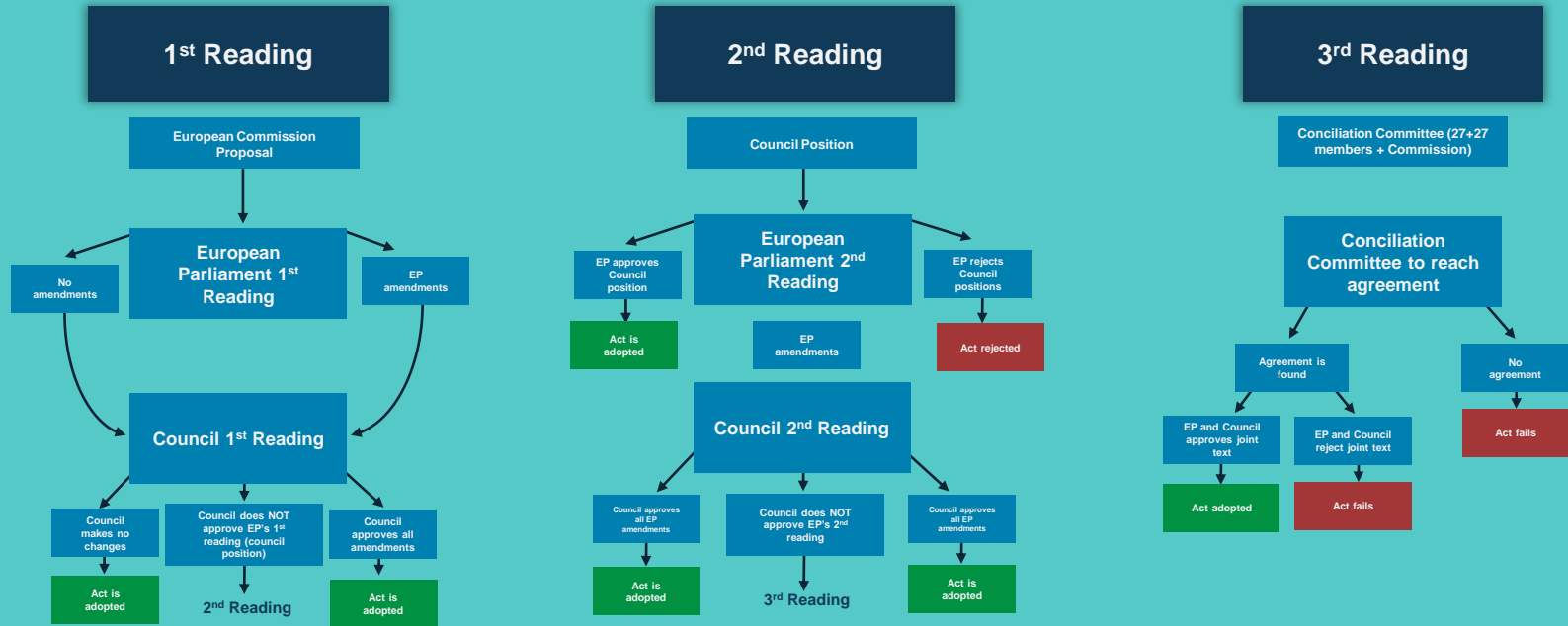
EP and Council  
reject joint text

Act fails

Act adopted

Act fails

# THE ORDINARY LEGISLATIVE PROCEDURE



# Comments / Questions

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abaneth@pac.org  
(+32) 496-201 416  
[www.pac.org/europe](http://www.pac.org/europe)