

The background of the slide features a row of European Union flags on tall, silver flagpoles. The flags are blue with a circle of twelve yellow stars. They are positioned in front of a large, modern building with a grid-like facade of windows. The scene is captured in a slightly desaturated, professional style.

Practical Experience with EU Legislative Process

Maria Leek, Team leader – EU policies
DG DIGIT, European Commission

Introduction



Why understanding the EU decision-making process is critical for public affairs professionals.



This session builds on the previous one (from theory to practice).



Objective: better understanding of how policies are transformed into laws and the how you can influence the outcomes.

Very good information on Ordinary Legislative Procedure:

European Parliament's

- [Legislative Train Schedule](#)
- Overview of the [Ordinary Legislative Proposal](#)
- [Infographic](#)

Proposal to adopt an interoperable Europe act
In "A Europe Fit for the Digital Age"

Actions: 24/01/2025 PDF VERSION

SUBSCRIBE CONTACT

Metadata

Status: Adopted / Completed

Type: Legislative
Procedure: 2022/0179(COD)
CWP: 2022
CWP indicative date: Q2 2023
Consultative bodies: EFRC C&R

Rapporteur(s)

Ivars IJABS
Renew
APR
TIRE ECOM BMCD
See profile on Europarl

The European Commission announced in its work programme for 2022 that a proposal on an EU governments interoperability strategy (legislative) would be published in Q2 2022 (in the Tallinn Digital Summit this initiative was announced for the end of 2022). Finally, the proposal for a regulation of the Parliament and of the Council laying down measures for a high level of public sector interoperability across the Union (Interoperable Europe Act) was published on 18 November 2022. The proposal for a regulation was accompanied by a communication.

The aim of this act is to help governments and public administrations to cooperate, share information and deliver public services seamlessly across borders, sectors and organizational boundaries. The act supports public sector innovation and public-private 'GovTech' projects. It sets up a new cooperation framework for interoperability in the public sector. It proposes to create an interoperable Europe board, composed of representatives from the EU Member States, the Commission, the Committee of the Regions and the European Economic and Social Committee. The board can agree on common reusable resources, support innovation and update the European interoperability framework. The board is supported by the interoperable Europe community that brings together a broad set of interested practitioners and experts. Furthermore, the interoperable Europe act makes it mandatory to evaluate the impact of changes in information technology systems on cross-border interoperability in the EU. Finally, it proposes to create an interoperable Europe portal: a single point of reference for interoperability solutions, knowledge and community.

The Interoperable Europe Act is accompanied by an impact assessment. The latter summarizes also the consultation process and its main conclusions.

In the Parliament, the file has been assigned to the Committee on Industry, Research and Energy (ITRE). The rapporteur is Ivars Ijabs (Renew Europe, Latvia). He published his draft report on 28 March 2023. While welcoming the Commission

Legislative Train Schedule
European Parliament

Enter your search (min 3 characters)

Schedule Packages In the spotlight Search About Contact

EC Priorities EP Committees Commission 2024-29

	Legislative initiatives	Announced	Tabled	Blocked	Close to adoption	Adopted / Completed	Withdrawn
1 A NEW PLAN FOR EUROPE'S SUSTAINABLE PROSPERITY AND COMPETITIVENESS	0	16	52	8	3	2	0
2 A NEW ERA FOR EUROPEAN DEFENCE AND SECURITY	0	3	14	1	0	0	0
3 SUPPORTING PEOPLE, STRENGTHENING OUR SOCIETIES AND OUR SOCIAL MODEL	0	0	6	1	1	0	0
4 SUSTAINING OUR QUALITY OF LIFE: FOOD SECURITY, WATER AND NATURE	0	5	12	0	0	0	0

Role of the European Commission



- Commissions right of initiative
- The Commission also has an essential role as a facilitator and mediator.
- It must always defend the general interest of Europe.
- The Commission therefore has to find a balance between:
 - defending its original proposal;
 - its role of facilitating the work of the co-legislators (the European Parliament and the Council);
 - adopting legislation, as quickly as possible and in the best possible conditions, that contributes to achieving the European Unions goals (not at any cost – ‘guardian of the Treaty’).

Planning of Commission initiatives: Commission Work Programme ([2024](#))

Putting Theory into Practice: Learning from Experience

Key windows of influence in the EU Legislative process

- **Before the proposal:** To prepare a legislative proposal, the Commission carries out extensive consultations with stakeholders.
 - Call for Evidence (Have Your Say)
 - Public consultation as part of impact assessment (Better regulation)
- **Parliamentary & Council first reading:**
 - EP adopts its position first.
 - Member States carry out national consultations.
 - Stakeholder position papers.
- **Trilogues** : last-minute influence? ...rather closed setting.
- **Implementation:**
 - Co-design as a new modus operandi for many policies
 - Evaluation



Supporting EU policy implementation with co-creation

THE CASE OF THE INTEROPERABLE EUROPE ACT

This policy brief explores the role of co-creation as a strategic approach for supporting the implementation of EU policies. It focuses on how collaborative processes ensure that policies not only meet the practical needs of diverse stakeholders while fostering innovation and ownership, drawing on two cases within the context of the Interoperable Europe Act (Regulation (EU) 2024/903).

Co-creation is a collaborative and participatory process in which multiple stakeholders – ranging from public administrations to citizens, businesses, academia – work together in designing, implementing, evaluating public services and policies.

Co-creation is a collaborative and participatory process in which multiple stakeholders – ranging from public administrations to citizens, businesses, academia – work together in designing, implementing, evaluating public services and policies.

Realize the Partnership for Regional Innovation and the Smart Specialisation Strategy. This reflects a shift towards collaborative governance that responds to diverse actors' needs [1][3].

CO-CREATION PROMISES IN EU POLICY

Co-creation is a collaborative and participatory process in which multiple stakeholders – ranging from public administrations to citizens, businesses, academia – work together in designing, implementing, evaluating public services and policies.

Co-creation is a collaborative and participatory process in which multiple stakeholders – ranging from public administrations to citizens, businesses, academia – work together in designing, implementing, evaluating public services and policies.

Source: [JRC publication](#)

Better regulation

- ...to design, deliver and support the implementation of high quality legislation.
- assesses the need for EU action and the potential economic, social and environmental impacts of alternative policy options
- All COM proposals prepared following the [Better regulation guidelines and toolbox](#)
- All draft impact assessment reports are submitted for quality scrutiny to the Regulatory Scrutiny Board (RSB)
- [Interinstitutional Agreement](#) on Better Law-Making (2016)



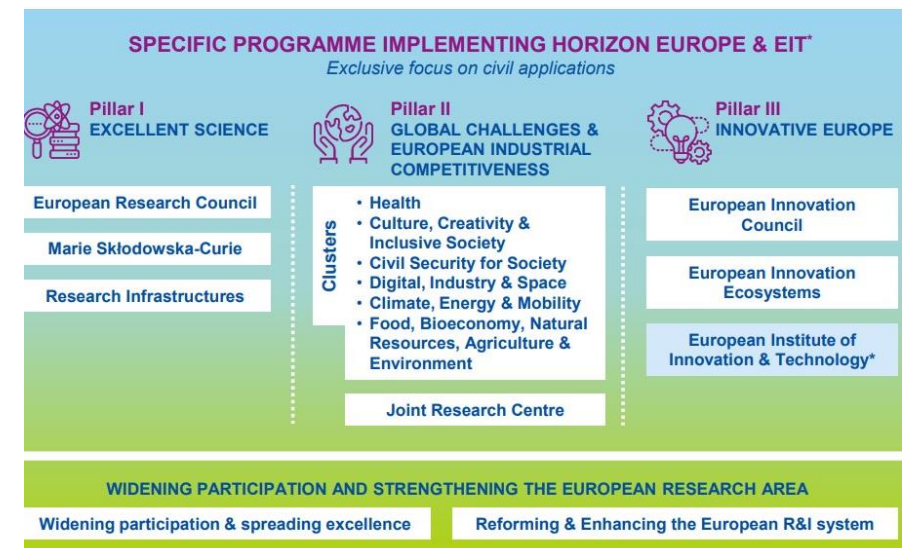
Rytis Martikonis, chair of the RSB since January 2023



Experience Sharing (Based on three examples)

Horizon Europe: Shaping the EU's major funding programme I

- Largest research and innovation programme with a budget of **EUR 95.5 billion**.
- Proposal developed as part of **MFF for 2021-27**, consisting of
 - Horizon Europe framework programme (COM(2018) 435),
 - Specific programme to implement Horizon Europe (COM(2018) 436),
 - a research and training programme under the Euratom Treaty (COM(2018) 437).
- **Programming** done via the [Strategic Plan](#) (priorities) and [work programmes](#) (funding opportunities).



Horizon Europe: Shaping the EU's major funding programme II

- **Key influences of the proposal (early inputs: 2017-18):**
 - Council conclusions on Horizon 2020 and 9th Framework Programme ([2017](#))
 - European Parliament resolution on Horizon 2020 ([2017](#))
 - 'Lamy' high-level group report
 - Council's ad hoc working group on Partnerships (2017-2018)
 - Between January-March 2018, a [public consultation](#) on future EU funds in R&I investment (over 4000 responses)
 - **Impact assessment (June 2018): echoed a lot of the inputs above.**
- **Influence after COM adopted its proposal:**
 - Stakeholder position papers and CoR and EECS opinions.
 - The file was assigned to EP ITRE Committee (adopted its report in Nov 2018)
 - The Council adopted a partial general approach on 30 November 2018 (except the budgetary aspects of the proposal)
 - Trilogue meetings from January-March 2019, followed by adoption and signing in April 2021
- **Successful Negotiation Tactics:** Early engagement and coalition-building.



The Guild's response to the Lamy report

The Guild welcomes the High-Level Group report on “maximising the impact of EU Research and Innovation Programmes” (Lamy Report). The group, led by Pascal Lamy, laid out its vision for the next Framework Programme (FP9), which sees a doubling of EU investment in research and innovation as essential to Europe's future. We agree that research and innovation must be prioritised in both national and EU budgets, and that EU funding must focus on where the true European value-add lies: in assuring international excellence, and in enabling the cross-border collaboration of the best minds. It is true that only investment in research, education and innovation can secure Europe's place in the world economically. Yet, the importance of such investment goes further still, it goes to the

Single Basic Act

Establishing 9 Joint Undertakings based on Art 187 TFEU

- Streamlining: Common provisions and specific provisions for individual JUs
- European Parliament is consulted (via resolution)

Challenges:

- Translating principles and criteria in the Horizon Europe regulation into practice (e.g., partners contributions, call organisation).
- Public-private partnerships: ensuring strong industry participation while maintaining openness
- More efficient and effective operation of Joint Undertakings (Common Back Office)

Successful Tactics:

- Coordinated impact assessment exercise.
- Early communication and information sharing towards the industry partners.
- Harmonised rules in a single Act: all JUs to have State Representative Groups to ensure openness, monitoring of newcomers, etc.
- At the same time, balancing uniform rules with sector-specific needs.



interoperable europe Act

- Major initiative on digital transformation & cross-border collaboration for public administrations.
- Ordinary Legislative Procedure.
- What is different?
 - no direct link to a funding programme.
 - Challenge is at the same time technical (semantic), organizational and legal.
- Challenges during negotiations:
 - “Late comer” in the digital regulation landscape.
 - Scope
 - Regulatory sandboxes (LIBE committee, EDPS)
- Tactics or methods when shaping the Interoperable Europe policy.
 - Proposal developed with close involvement of MSs via *Expert Group on Interoperability of Public services*.
 - During negotiations: EP (rapporteur), but also CoR and EESC very favorable of the proposal.

Exploring the Future: Trends and Implications

Future Outlook of EU Legislative Proposals

- **Competitiveness compass** ([COM\(2025\) 30](#))
- Commissioner **Dombrovskis** on regulatory simplification
- **Focus: Simplification and implementation:**
 - Reduce reporting obligations for SMEs by 35%
 - SME competitiveness check,
 - Stress test the EU acquis,
 - Digital check and **Legislative Financial Digital Statement**
- **Strengthened relationship with EP** (and Council):
 - Structured dialogue on Article 225 Resolutions adopted by the Parliament,
 - Commissioners visible in Plenaries and trilogues.
- Revision of the **Interinstitutional Agreement on Better Law-Making**.



Conclusion and Q&A