

European Commission work programme for 2022

Overview for parliamentary committees

SUMMARY

This briefing is intended as a background overview for parliamentary committees (and their respective secretariats) planning their activities in relation to the European Commission work programme for 2022, adopted on 19 October 2021.

Since March 2020, the European Union – and the world – has been significantly affected by the outbreak of the Covid-19 pandemic. To reinforce public health sectors and mitigate the socio-economic impact of the pandemic, the European Union has adopted a wide range of measures in areas such as health, economy, research, borders and mobility. Moreover, under the Union's long-term budget for 2021-2027 and the [Next Generation EU](#) instrument, including the [Recovery and Resilience Facility](#), €2 018 trillion has been mobilised to support the recovery.

In the past two years, the Covid-19 pandemic has had a considerable impact on the Commission's work programmes. While the original 2020 work programme was published in October 2019, due to the pandemic, the Commission presented an adjusted 2020 programme in May 2020, focusing on protecting the lives and livelihoods of EU citizens. According to the 2021 work programme, more than 800 previously unplanned measures were thus taken in the first months of the pandemic. While the 2021 programme also included action to mitigate the impact of the pandemic, it announced a shift from strategy to delivery, with the aim of delivering on the Commission's six headline ambitions to accelerate the transition towards a fairer, healthier, greener and more digital society.

The Commission's 2022 work programme, entitled 'Making Europe stronger together', perpetuates the 2021 programme's twofold ambition (i.e. to recover from the pandemic and to boost the Commission's transformative agenda). However, in line with its title, special emphasis is placed on helping the Union emerge stronger and more resilient. This should be achieved by implementing the measures agreed over the last year, as well as through additional investment and reform to 'accelerate the twin green and digital transitions, and build a fairer, more resilient and more cohesive society'. In its 2022 programme, the Commission also wishes to pay particular attention to the younger generation, proposing a 'European Year of Youth 2022' and presenting a youth action plan in European Union external action.

Annexes I and II of the 2022 work programme set out 68 legislative and non-legislative initiatives to be presented by the Commission in 2022. Even if the number of legislative initiatives (45) – which are the focus of this briefing – is lower by far than the 82 legislative initiatives envisaged under the 2021 programme, it nevertheless outnumbers the 37 initiatives planned under the original 2020 programme.

Introduction

This briefing provides an overview of the European Commission work programme for 2022 (CWP 2022), adopted on 19 October 2021, and is structured as follows: i) it provides an overview of the CWP 2022 with regard to its structure and key aspects; and ii) it includes information on two types of EPRS publications that might be of interest to the relevant committees in their consideration of the upcoming legislative proposals: initial appraisals of Commission impact assessments (provided by the European Parliamentary Research Service (EPRS) Ex-Ante Impact Assessment Unit, IMPA) and implementation appraisals (provided by the EPRS Ex-Post Evaluation Unit, EVAL).

Finally, a detailed analysis of the 45 legislative initiatives included in Annexes I and II of the CWP 2022 is set out in an annex. It includes information on whether the proposal is 'new' (Annex I), or a Regulatory Fitness and Performance Programme (REFIT) initiative (Annex II); a tentative indication of the committee concerned (subject to change); the timing of the initiative; the assumed type of initiative; and information on whether an impact assessment is planned or not.

Overview of the 2022 Commission work programme

The European Commission presented its CWP 2022 in the form of a [communication](#) entitled 'Making Europe stronger together', accompanied by five annexes providing greater detail on the Commission's legislative and non-legislative intentions for 2022.

Continuing to deliver on Europe's ambitions while increasing resilience

In 2020 and 2021, the Covid-19 pandemic significantly shaped the Commission's work programme for this period. While urgent action was needed both to protect citizens' health and to contain the social and economic impact of the pandemic, the CWP 2021 also focused on delivering on the Commission's headline ambitions. In 2021, with an emphasis on new legislative initiatives and revisions of existing legislation, the Commission aimed at seizing the opportunity paradoxically presented by the pandemic and while recovering from it to accelerate the green and digital transitions envisaged by President Ursula von der Leyen at the start of her mandate.

As the European Union (EU) is emerging from a time of unprecedented crisis due to the pandemic, the CWP 2022 is focused on recovery from the crisis (in line with the 2021 Commission work programme – CWP 2021), as well as to emerge stronger and more resilient. To achieve this goal, the CWP 2022 envisages the need to implement the measures agreed over the last year, and to foster additional investment and reform in the years to come, making full use of the EU's long-term budget for 2021-2027 and the Next Generation EU instrument (including the Recovery and Resilience Facility). According to the Commission, the CWP 2022 'demonstrates its determination to bounce forward from the pandemic stronger than before, accelerate the twin green and digital transitions, and build a fairer, more resilient and more cohesive society'. In this context, particular attention should be paid to the younger generation.

In its CWP 2022, the Commission thus proposes action to continue delivering on the ambitions the Commission set at the start of its mandate and to further steer the Union towards sustainable recovery. It also lists key legislative proposals that should be adopted by the co-legislators as a matter of priority, in order to ensure swift implementation on the ground (and which should be taken as a basis for agreeing on a joint declaration with the European Parliament and the Council by the end of 2021). In line with the title of the communication, the CWP 2022 emphasises the need for unity to tackle the challenges that Europe – and the world – faces today. At the same time, it underlines that this should not be to the detriment of the EU's ambition, stating that both (i.e. unity and ambition) will be needed 'to remain on track to build a resilient Union for a thriving future'.

Six headline ambitions

The communication sets out a targeted agenda to implement the Commission's [six priorities](#) for 2019-2024 (originally presented on 16 July 2019 by then candidate for Commission president,

Ursula von der Leyen, in her [political guidelines](#)), and the key initiatives supporting them. The six priorities are:

- a European Green Deal;
- a Europe fit for the digital age;
- an economy that works for people;
- promoting our European way of life;
- a stronger Europe in the world; and
- a new push for European democracy.

Under the 'European Green Deal' priority, the Commission should propose several legislative initiatives, as a complement to the ['Fit-for-55'](#) package presented on 14 July 2021, and in order to continue the EU's path towards the 2050 climate neutrality objective. Similarly, the Commission intends to come up with legislative measures as a follow-up to the action plans on zero pollution and circular economy respectively. To prevent future price shocks in the energy sector (as faced by the Union today) and to support the EU target for renewables, as proposed by the Commission in 2021, several initiatives are also planned to accelerate the deployment of renewables. To make sure that the green transition will also be fair and just, within and outside the EU, resources should be mobilised under the [Just Transition Fund](#) and the proposed [Social Climate Fund](#). Moreover, according to the CWP 2022, external funding for biodiversity should be doubled, while the EU intends to contribute significantly to climate finance for less-developed countries. Finally, with new rules on sustainable use of pesticides and other initiatives to achieve greener and more sustainable agriculture, the Commission plans to deliver on the actions set out in the [farm-to-fork](#) and [biodiversity](#) strategies.

As regards the 'Europe fit for the digital age' priority, the Commission should come forward with a European chips act, aimed to boost Europe's innovative capacity, ensure security of supply of chips and develop new markets for European tech. Moreover, the Commission should propose a European cyber-resilience act to establish common cybersecurity standards for products. By building an EU space-based global secure communications system, the Commission aims to offer EU-wide broadband connectivity, and secure and independent communications environment to Member States. To help the energy sector significantly reduce its emissions, inter alia, an action plan for an accelerated digital transformation of this sector will be presented. The Commission should also propose measures to promote digital skills in schools and higher education (a key target in the [Digital Compass: the European way for the Digital Decade](#) communication) and to ensure that Europe remains a leader in innovation. In the area of more integrated and sustainable mobility, the Commission is expected to propose an initiative on multimodal digital mobility services to address market gaps in the combined use of transport modes.

Within the 'economy that works for people' policy area, the Commission should provide guidance for fiscal policy, with the purpose of facilitating the coordination of fiscal policies and the preparation of Member States' [stability and convergence programmes](#), as well as orientations on possible changes to the [economic governance framework](#). To ensure quality jobs, fair working conditions and broad social protection, the Commission intends to implement the [European Pillar of Social Rights action plan](#). In this context, it expects to present a recommendation on minimum income, a communication to strengthen [social dialogue](#), and a proposal to improve the protection of workers from the risks related to exposure to asbestos at work. The Commission should take action on insolvency proceedings to ensure fully developed European capital markets, and propose legislation to facilitate small and medium-sized enterprises' access to capital and on fair taxation.

Under the 'stronger Europe in the world' priority, the Commission sees a need to strengthen the EU's partnerships. In particular, it aims to build connectivity partnerships to promote digital and green trusted connectivity with partners across the globe (through the new connectivity strategy known as the Global Gateway, announced by President von der Leyen during her 2021 State of the Union address), and to establish a strategic partnership with the Gulf region. In the area of defence, the Commission intends to present a new EU-North Atlantic Treaty Organization (NATO) joint declaration and to accelerate work on a genuine [European defence union](#) (including a roadmap on security and defence technologies for boosting research, technology development and innovation

and reducing the EU's strategic dependencies in security and defence). To protect EU operators against sanctions by third countries and strengthen the EU's resilience and open strategic autonomy, the Commission should propose a reinforced [Blocking Statute](#) Regulation. In the context of the global energy transition, the Commission also intends to come up with a new strategy on international energy engagement, promoting security of supply, clean technologies and open markets. An action plan on [international ocean governance](#), addressing key threats such as pollution, climate change impacts and biodiversity loss, is to demonstrate the EU's leadership in implementing the [2030 Sustainable Development Goals](#).

Within the 'promoting our European way of life' priority, the Commission intends to continue to deliver on building a genuine [Security Union](#) and regularly report on progress in ongoing negotiations on key legislative files in the security area. It is expected, in particular, to take new steps to improve the secure exchange of key information with third countries (to achieve enhanced reciprocal access to security-related information for front-line officers between the EU and third countries, to counter shared security threats) and propose an update of the rules for advance passenger information. On science and education, the Commission should come forward with an education package, including an EU strategy for universities and an initiative to promote transnational cooperation in higher education. Moreover, a European care strategy is expected to guide the development of sustainable long-term care, to ensure better and more affordable access to quality services for all. In the context of a stronger [European Health Union](#), the Commission intends to propose a new framework for a dynamic EU pharmaceutical sector, providing, through innovative digitalisation, a simplified and efficient regulatory environment, considered as a 'flagship for burden reduction'. As a follow-up to the [EU pharmaceutical strategy](#), adopted on 25 November 2020, a revision of legislation on paediatric medicines and rare diseases should be presented. These initiatives will be supported by a proposal to create a genuine [European health data space](#), with trustworthy governance to ensure data security and data protection. Finally, as part of [Europe's beating cancer plan](#), the Commission expects to recommend action on cancer screening.

As part of the 'new push for European democracy', the Commission should notably propose a European media freedom act to improve transparency, accountability and independence around actions affecting media freedom and pluralism. On rule of law, it intends to make specific recommendations to Member States in the 2022 [rule of law report](#), and take the necessary actions to uphold the primacy of EU law. To step up the fight against cross-border crime, an initiative on the transfer of criminal proceedings between Member States will be proposed. The Commission should also propose legislation to improve the recognition of parenthood between Member States and to strengthen judicial cooperation on the protection of vulnerable adults in cross-border situations. With a view to ensuring a Union of equality, the [role and independence of equality bodies](#) should be strengthened. Moreover, the Commission expects to present an initiative supporting Member States in tackling harmful practices against women and girls (and complementing the expected Commission proposal to prevent and combat violence against women). An initiative on 'brain drain' and mitigating the challenges associated with population decline will look into the different drivers, long-term consequences and potential solutions to stop or even reverse this phenomenon.

As in the CWP 2021, the Commission, also reiterates in its CWP 2022, the **importance of better regulation** to ensure that 'political decisions are taken based on best available evidence, taking into account the impact they will have on the ground and the views of people and businesses likely to be affected'.

In line with the [better regulation communication](#) adopted in 2021,¹ the CWP 2022 aims to **fully deploy the 'one in, one out' approach** announced in President von der Leyen's [political guidelines](#), which seeks to offset new burdens resulting from legislative proposals by reducing an equivalent existing burden in the same policy area. According to the communication, the implementation of this approach will be reported in the annual burden survey. The 'one in, one out' approach will complement the REFIT programme, which aims to systematically identify and remove red tape and unnecessary costs. The revised Better Regulation Guidelines, adopted on 3 November 2021 ([SWD\(2021\) 305](#)), provide some information as to how the new mechanism will be implemented,

but the methodological details will be clearer once the revised Better Regulation Toolbox is available.²

To support the EU's green, digital and just transformation, the Commission also announced a stronger focus on these aspects in its future evaluations, impact assessments and consultations (taking into account the Sustainable Development Goals, the 'do no significant harm'³ and 'digital-by-default'⁴ principles, equality for all, including gender equality, the external implications of internal policies, and the needs and specificities of different EU territories).

Finally, the Commission stresses the importance of proper implementation and enforcement of EU law. In this context, the Commission intends to 'continue to work with and support Member States to ensure the swift and full implementation of new and existing EU rules'. Where needed, the CWP states that the Commission will not refrain from launching infringement procedures. It adds, that besides providing an instrument to ensure that the EU's policy goals are met in areas such as the single market, the digital agenda, the [European Green Deal](#) or the [European Pillar of Social Rights](#), 'infringement procedures are also an essential part of the toolbox available to the Commission to defend the fundamental rights and values on which the Union is founded'.

Annexes to the 2022 Commission work programme

The CWP 2022 includes **five annexes**, one more than the previous work programme: Annex V ('envisaged repeals'). The table below gives an **overview of the Commission initiatives**: these include legislative, non-legislative, and combined (i.e. a mix of legislative and/or non-legislative) initiatives. Initiatives sharing the same policy objective are usually clustered in one '**dossier**'. For example, the zero pollution package 'dossier' contains three legislative initiatives.

Table 1 – CWP 2022 annexes

Annex	Dossiers	Dossier files
Annex I: New initiatives	32 dossiers	24 legislative initiatives 3 legislative or non-legislative initiatives¹ 15 non-legislative initiatives
Annex II: REFIT initiatives	26 dossiers	21 legislative initiatives amending existing legislation 5 non-legislative initiatives (revision of non-legislative acts)
Annex III: Priority pending proposals	76 dossiers	76 priority files
Annex IV: Withdrawals	6 dossiers	6 intended withdrawals
Annex V: List of envisaged repeals	1 dossier	1 intended repeal

¹ European chips act; Initiative on instant payments in the EU; Initiative on harmonising certain aspects of substantive law on insolvency proceedings

Source: Authors' elaboration based on the CWP 2022.

- **Annex I** includes 32 dossiers linked to the von der Leyen Commission's six priorities. Each dossier includes at least one legislative or non-legislative initiative. The **24 legislative initiatives** (less than half of the 56 legislative initiatives included in Annex I of the CWP 2021) include: 10 initiatives related to the 'European Green Deal' priority; 4 related to the 'Europe fit for the digital age' priority; 3 related to the 'economy that works for people' priority; 1 related to 'a stronger Europe in the world' priority; 2 related to the 'promoting our European way of life' priority; and 4 related to the 'a new push for European democracy' priority. The **15 non-legislative initiatives** (slightly more than half of the 27 non-legislative initiatives included in Annex I of the CWP 2021) include: 2 initiatives linked to the 'European Green Deal' priority (1 policy framework and a 2nd initiative, the nature of which is not indicated); 4 linked to the 'Europe fit for the

digital age' priority (1 strategy, 2 recommendations and a 4th initiative, the nature of which is not indicated); 2 linked to the 'economy that works for people' priority (1 recommendation and 1 strategic partnership); 3 linked to the 'a stronger Europe in the world' priority (1 strategy and 2 communications); and 4 linked to the 'promoting our European way of life' priority (2 strategies, 1 recommendation and 1 initiative, the nature of which is not indicated), with none linked to the 'a new push for European democracy' priority. Annex I also includes **3 legislative or non-legislative initiatives** (1 related to the 'Europe fit for the digital age' priority and 2 related to the 'economy that works for people' priority).

- **Annex II** includes 26 dossiers also linked to the von der Leyen Commission's six priorities, corresponding to 26 initiatives for regulatory simplification, including both legislative and non-legislative initiatives. This corresponds to more than half of the 41 dossiers under the CWP 2021. The **21 initiatives amending existing legislation** are distributed across the six priorities as follows: 7 initiatives related to the 'European Green Deal' priority; 4⁵ related to the 'Europe fit for the digital age' priority; 4 related to the 'economy that works for people' priority; 2 related to the 'promoting our European way of life' priority; and 4 under the 'a new push for European democracy' priority. The 5 non-legislative initiatives are all related to the 'Europe fit for the digital age' priority.
- **Annex III** includes 76 priority pending proposals, also divided according to the six von der Leyen Commission priorities: 20 related to the 'European Green Deal' priority, 16 related to the 'Europe fit for the digital age' priority, 14 related to the 'economy that works for people' priority, 1 related to the 'a stronger Europe in the world' priority, 18 related to the 'promoting our European way of life' priority, and 7 related to the 'a new push for European democracy' priority.
- In **Annex IV**, the Commission provides a list of 6 pending legislative proposals that it intends to withdraw within six months (i.e. by April 2022). These proposals will all be withdrawn because they are obsolete.
- **Annex V** lists 1 legal act for which a repeal is envisaged.

Focusing on Annexes I and II

CWP 2022 – Annex I

Annex I of the CWP 2022 ('New initiatives') includes **32 general dossiers**, containing one or several individual (legislative and non-legislative) initiatives each (see Table 1). Amongst the 42 individual initiatives in total, there are **24 legislative, 15 non-legislative and 3 'mixed' legislative/non-legislative initiatives**. While legislative initiatives under Annex I clearly prevail, they represent a smaller percentage of the total number of initiatives in this annex (57 %), compared to the CWP 2021 (where legislative initiatives took up approximately 70 % of the total number of initiatives under Annex I).

It is worth noting that, according to the CWP 2022, **almost all of the legislative initiatives in this annex would be accompanied by an impact assessment (22 out of 24)**. The two legislative initiatives for which the Commission has not announced it will carry out an impact assessment are: 'Implementation of the OECD global agreement on re-allocation of taxing rights' and 'Strengthening the role and independence of equality bodies.'⁶ Accordingly, the great majority (92 %) of legislative initiatives included in this annex would be accompanied by an impact assessment, while the corresponding figure for the CWP 2021 was equal to 99 %. None of the 15 non-legislative initiatives included in Annex I will be accompanied by an impact assessment.

CWP 2022 – Annex II

Annex II of the CWP 2022 ('REFIT initiatives') includes **26 general dossiers**. Unlike Annex I, each dossier includes only one initiative. Although the communication states that 'Annex II sets out the most significant REFIT revisions, evaluations and fitness checks the Commission will undertake in 2022', all the initiatives mentioned in this annex are actually revisions (of existing legislation or non-legislative acts), with no ex-post evaluations or fitness checks planned under this annex.

Similar to Annex I, **almost all except one of the 21 initiatives amending existing legislation** included in this annex will, according to the CWP, be **accompanied by an impact assessment**, corresponding to 95 %, while the corresponding figure for the CWP 2021 was 92 %. The only legislative initiative not accompanied by an impact assessment under Annex II is the 'Horizontal proposal for reallocation of EU technical and scientific work on chemicals to EU agencies'. In addition, three of the five non-legislative initiatives under this annex will also be accompanied by an impact assessment.

As in previous Commission work programmes, the description of the different initiatives (background, objectives, etc.) is generally more detailed in Annex II than in Annex I. Moreover, the majority of legislative initiatives included in Annex II provide a clear and specific reference to the legislation that is likely to be impacted by the Commission's legislative proposals, while in Annex I only one initiative to revise existing legislation provides a specific reference to the legislative act concerned.

In this context, it should be noted that the distinction between 'new' legislative initiatives under Annex I and 'REFIT initiatives' revising existing legislation under Annex II is not always made in a consistent manner. Accordingly, Annex I includes several legislative initiatives that explicitly refer to the revision of existing legislation (such as the 'Revision of Regulation (EC) No 1272/2009 on classification, labelling and packaging' or the 'Revision of EU ambient air quality legislation') and cannot thus be considered as new. The CWP does not provide any explanation in this regard, but it could be assumed that Annex I will have higher political weight and corresponding visibility and might thus have been chosen for the most 'prominent' legislative initiatives.

Possibility of more (or fewer) initiatives than planned and timing of legislative proposals

Possibility of more (or fewer) initiatives than planned

Similar to what was indicated in last year's CWP in relation to the initiatives set out in its annexes, Annex I of the CWP 2022 states that 'the information, which is provided in brackets next to each initiative [i.e. type of initiative, timing, existence or absence of an accompanying impact assessment and legal basis], is indicative only and subject to change during the preparatory process, notably in view of the outcome of an impact assessment process'.

Accordingly, the set of **initiatives contained in the annexes should be considered as neither exhaustive nor definitive**. As occurred in 2020, when the Commission adopted an adjusted CWP due to the Covid-19 pandemic, the Commission might be forced to readjust its original planning due to unforeseen and urgent circumstances. Moreover, the Commission is likely to present legislative initiatives in addition to those announced, as some initiatives included in the CWP 2021 were postponed to 2022. It might also submit proposals outside the framework of its work programme in addition to those announced therein. In contrast, the Commission may decide not to submit a proposal included in the CWP further to the outcome of an impact assessment process indicating that the 'no change' option is the best of several options considered.

Timing

In relation to the **timing of the initiatives**, Annexes I and II provide precise information on the timing of all (legislative and non-legislative) initiatives planned, indicating the quarter in which the initiative is expected to be proposed.

As changes might happen during the year, the information contained in Annexes I and II should be read together with additional Commission documents, such as provisional agendas for forthcoming Commission meetings and calls for evidence (replacing roadmaps and inception impact assessments, in line with the 2021 better regulation communication).

Table 2 shows the distribution of the legislative proposals between Annexes I and II, according to the quarter in which they should be proposed. It is immediately apparent that the **highest number**

of legislative proposals will be proposed **in the fourth quarter** (Q4), corresponding to 48 % of all legislative initiatives included in the CWP 2022. This concerns, in particular, proposals under Annex II (REFIT initiatives), with the number of initiatives amending existing legislation more than doubling (15), compared to new legislative initiatives (6) to be proposed in the fourth quarter (Q4). In contrast, the majority of legislative proposals (15) under Annex I (new initiatives) should be presented in quarters two and three (Q2 and Q3), taken together.

Table 2 – Chronological schedule for CWP 2022 legislative proposals

	Q1 2022	Q2 2022	Q3 2022	Q4 2022	2022
Annex I: New initiatives	2	5*	10**	6	23
Annex II: REFIT initiatives	0	5	1	15	21
Total	2	10	11	21	44***
*	Under the 'Europe fit for the digital age' and the 'economy that works for people' priority, the Commission envisaged delivering two initiatives in Q2 that it considers as legislative or non-legislative (European chips act and the initiative on instant payments in the EU). These initiatives have not been counted as either legislative or non-legislative, and have therefore not been included in the table.				
**	Under the 'economy that works for people' priority, the Commission envisaged delivering an initiative in Q3 that it considers as a legislative or non-legislative (Initiative on harmonising certain aspects of substantive law on insolvency proceedings). This initiative has not been counted as either legislative or non-legislative, and has therefore not been included in the table.				
***	Note that the Commission did not indicate the timing for one legislative initiative under the 'economy that works for people' priority ('Proposal on implementation of the OECD global agreement on re-allocation of taxing rights'). As a consequence, this initiative does not appear in the above table, which explains the discrepancy between the number of legislative initiatives under Annex I in Table 1 (24) and in this table (23), as well as between the total number of legislative initiatives planned in the CWP 2022 (45), as indicated in Table 1, and the total number of such initiatives in this table (44).				

Source: Authors' elaboration from CWP 2022.

Distribution of legislative initiatives by parliamentary committee

Analysis of the CWP shows that the planned legislative initiatives included in Annexes I and II do not cover all parliamentary committees. Looking at the CWP, it seems that 11 parliamentary committees are likely to address the legislative initiatives in 2022.

The annex to this briefing presents an overview of the legislative initiatives included in Annexes I and II of the CWP, provisionally divided by **parliamentary committee**. Needless to say, it is not always possible to determine with certainty which committee(s) will be responsible for which file. Thus, the '**committee**' column should be taken as a **very tentative indication**. Once the proposals are adopted by the Commission and are referred to the Parliament, the final decision will be subject to the official referral procedure, results of which might well differ from our tentative prediction. The difficulty is amplified by the fact that information on the scope of the future proposals is insufficient to allow for a more certain allocation of files per committee, as well as by the fact that some proposals might fall under the remit of several committees.

Overview of suggested further reading

This section provides information about two types of EPRS briefings that might be of interest to parliamentary committees (and their respective secretariats) in their consideration of the expected legislative proposals. These are: **initial appraisals of Commission impact assessments**, prepared by the Ex-Ante Impact Assessment Unit (IMPA), and **implementation appraisals**, prepared by the Ex-Post Evaluation Unit (EVAL) within the EPRS Directorate for Impact Assessment and European Added Value.

Initial appraisals of Commission impact assessments – ex-ante perspective

Initial appraisals of Commission impact assessments are pro-active briefings prepared by IMPA, which provide a concise (usually up to eight pages in length) critical **overview and analysis of the quality of the impact assessments** (IAs) drawn up by the European Commission to accompany its legislative proposals. Initial appraisals check that certain quality criteria have been met and identify the basic methodological strengths and weaknesses of the Commission's text, in the light of its own better regulation guidelines and relevant European Parliament resolutions.

Initial appraisals are transmitted to the committee(s) responsible and the committee(s) for opinion, whenever possible at the initial stages of the committees' consideration of the corresponding legislative proposal. In accordance with the [Interinstitutional Agreement on Better Law-Making](#) of 13 April 2016 (IIA-BLM), the European Parliament has committed to taking full account of Commission IAs when considering the Commission's legislative proposals. In this context, the initial appraisals of the Commission's impact assessments seek to support the informed and effective consideration of the Commission's legislative proposals at committee stage, by providing a focused and timely input, geared to promoting evidence-based policy-making. All initial appraisals are published and can be accessed on the [Parliament's Think Tank website](#) (see an [example](#)). A review of the quality of 132 Commission impact assessments adopted between July 2015 and December 2018 was carried out by IMPA in 2019 (see [study](#)).

Implementation appraisals – ex-post perspective

Implementation appraisals are pro-active briefings prepared by the EVAL Unit, providing an **overview and analysis of the operation of existing EU legislation**. Implementation appraisals thus cover only those initiatives within the CWP that revise existing legislation (excluding legislative proposals that do not amend existing EU legislation but constitute entirely new EU legislation).

Implementation appraisals are primarily intended to support parliamentary committees in their detailed consideration of legislative proposals amending existing EU legislation. Specifically, their aim is to provide an overview and analysis of publicly available sources on the implementation, application and effectiveness of a piece of EU legislation throughout the various stages of the policy cycle. Sources used include – but are not limited to – published reports, communications and studies coming from the EU institutions, EU agencies and advisory bodies, as well as accessible documents from various external stakeholders, including national parliaments or EU citizens.

Thus, implementation appraisals cover, as a rule, those legislative proposals that are included in the CWP as part of the Commission's REFIT programme (essentially, revisions of existing legislation) under Annex II. Given that, as mentioned, some of the 'new' initiatives from Annex I also include some revisions of existing legislation, implementation appraisals can also cover legislation from Annex I.

The overall aim is to provide implementation appraisals for most CWP initiatives that revise/amend existing legislation, and certainly for those legislative initiatives that constitute legislative priorities in a given year.

Implementation appraisals are intended to be published before the legislative proposal reaches Parliament or, at the latest, before the parliamentary committee responsible starts its consideration of a legislative proposal. All implementation appraisals are publicly accessible on the [Parliament's Think Tank website](#) (see an [example](#)).

Finally, publications that might be of interest to committees in their consideration of forthcoming CWP proposals on Parliament's Think Tank website include [EU legislation in progress](#) briefings, the [legislative train schedule](#), and topical publications (for example on the [state of play regarding the six policy priorities of the von der Leyen Commission](#)).

Conclusion

The CWP 2021 was focused on urgent action in the context of the Covid-19 pandemic, as well as delivery on the Commission's headline ambitions, and was marked by a significant number of new legislative initiatives and revisions of existing legislation. With the Union slowly emerging from the crisis, the **main objective** of the **CWP 2022** is to **recover, but also to emerge stronger and more resilient**. According to the communication, this should be achieved by implementing the measures agreed over the last year, as well as through additional investment and reform. As a consequence, in its CWP 2022, the Commission proposes action to continue delivering on the ambitions set at the start of its mandate and to further steer the Union towards sustainable recovery. To tackle the challenges ahead, the Commission states that unity will be needed more than ever, although 'it should not come at the cost of our ambition'.

Based on Annexes I and II of CWP 2022, the **Commission intends to present 45 legislative initiatives**, as indicated in Table 1. Even if this number corresponds to slightly more than half of the legislative initiatives planned under the CWP 2021 (82), it is still significant. As regards timing, the **highest number of legislative proposals should be proposed in the fourth quarter** (corresponding to 48 % of all legislative initiatives included in the CWP 2022). It should be noted however that this concerns, in particular, proposals under Annex II (REFIT initiatives), while the majority of legislative proposals under Annex I (new initiatives) are planned for quarters two and three taken together.

The **vast majority (42 out of 45, i.e. 93 %) of legislative initiatives under Annexes I and II** will be **accompanied by impact assessments**. While this is slightly lower than the percentage envisaged in the CWP 2021 (96 %), it nevertheless demonstrates the Commission's general commitment to better regulation – which should be seen as 'a shared effort' with the co-legislators and the Member States, according to the IIA BLM, which also provides that 'the initiatives included in the Commission Work Programme or in the joint declaration will, as a general rule, be accompanied by an impact assessment'. In addition, it should be noted that, contrary to the CWP 2021 (which envisaged 11 ex-post evaluations and one fitness check), all initiatives mentioned in Annex II are actually revisions (of existing legislation or non-legislative acts), with no ex-post evaluations or fitness checks planned under this annex.

These legislative initiatives are likely to be delivered to at least 11 parliamentary committees, as presented in the first column of the annex to this briefing. However, as it is not always possible to determine with certainty which committee(s) will be responsible for which file, **the 'committee' column of the chart** should be taken as a **very tentative indication**.

EPRS will proactively provide parliamentary committees (to the extent possible, given time and resource constraints) with two types of publications of possible interest in their consideration of CWP legislative proposals envisaged for 2022: **initial appraisals of Commission impact assessments**, prepared by the IMPA unit, and **implementation appraisals**, prepared by the EVAL unit.

Finally, the CWP 2022 contains only a general indication of the substance of the forthcoming proposals included in its Annex I ('New initiatives'), while Annex II ('REFIT initiatives') is more detailed. To obtain the full picture of any initiative included, additional information must be gleaned from other European Commission documents. Furthermore, the list of initiatives contained in the annexes is **neither exhaustive nor definitive** and may be adjusted later to fit changing circumstances, as was the case in 2020, due to the coronavirus crisis.

Annex – Tentative distribution of legislative files in the CWP 2022 by parliamentary committee

- For assigned committee (tentative), refer to the section on 'Distribution of legislative initiatives by parliamentary committee' included in this briefing.
- Presentation refers to the timing indicated in the CWP 2022 for the submission of the legislative proposal.
- N (new initiatives): legislative initiative included in Annex I of the CWP 2022.
- R (REFIT): legislative initiative included in Annex II of the CWP 2022.
- Whenever several committees are mentioned in the table, this is to be understood either as a likely joint procedure between the committees mentioned, under Rule 58 of the European Parliament's Rules of Procedure, or as an indication that, based on the information included in the CWP 2021 and its annexes, at the time of drafting of this briefing it was difficult to determine which of the committees mentioned would take the lead. Moreover, several committees are mentioned in those cases where a specific legislative initiative is expected to contain several proposals for legislative acts.
- It should be noted that in some cases, where there is an indication saying 'new initiative', legislation actually exists (that will, depending on the case, only be revised or extended by the respective legislative initiative). In order not to create any confusion and to adhere to the CWP communication (which, as mentioned above, is not always coherent, as in some cases revisions of existing legislation are also mentioned in Annex I on new initiatives), all initiatives included in Annex I are, for the purpose of this briefing, marked as 'new initiatives'.

Committee (tentative)	Expected legislative initiative	Presentation (Quarter)	Assumed type of initiative	Impact Assessment expected
AGRI	Revision of the legislation on marketing of seeds and other plant and forest reproductive material legislation	Q4 2022	R	YES
ECON	Initiative on instant payments in the EU ⁷	Q2 2022	N	NO
ECON	Proposal on implementation of the OECD global agreement on re-allocation of taxing rights	Not indicated	N	NO
ECON	VAT in the digital age: Revision of the VAT Directive and of the Council Regulation on VAT Administrative Cooperation	Q3 2022	R	YES
ECON	Facilitating small and medium-sized enterprises' access to capital	Q3 2022	N	YES
EMPL	Revision of the European statistics on population legislative framework	Q2 2022	R	YES
EMPL	Protection of workers from the risks related to exposure to asbestos at work	Q3 2022	N	YES
ENVI	Sustainable use of pesticides – revision of the EU rules	Q1 2022	N	YES
ENVI	Review of EU rules on fluorinated greenhouse gases	Q2 2022	N	YES

Committee (tentative)	Expected legislative initiative	Presentation (Quarter)	Assumed type of initiative	Impact Assessment expected
ENVI	Revision of the Urban Wastewater Treatment Directive	Q2 2022	R	YES
ENVI	Revision of Regulation (EC) No 1272/2008 on classification, labelling and packaging	Q2 2022	N	YES
ENVI	Integrated water management – revised lists of surface and groundwater pollutants	Q3 2022	N	YES
ENVI	Revision of EU ambient air quality legislation	Q3 2022	N	YES
ENVI	Revision of the pharmaceutical legislation	Q4 2022	R	YES
ENVI	Revision of the EU legislation on medicines for children and rare diseases	Q4 2022	R	YES
ENVI	Revision of the Regulation on the making available and placing on the market of detergents	Q4 2022	R	YES
ENVI	Horizontal proposal for reallocation of EU technical and scientific work on chemicals to EU agencies	Q4 2022	R	NO
ENVI	Revision – Restriction of the use of hazardous substances in electronics	Q4 2022	R	YES
ENVI	Measures to reduce the release of microplastics in the environment	Q4 2022	N	YES
ENVI	EU framework for harmonised measurement of transport and logistics emissions	Q4 2022	N	YES
ENVI	Review of the CO ₂ emission standards for heavy-duty vehicles	Q4 2022	N	YES
ENVI	Carbon removal certification	Q4 2022	N	YES
ENVI	GreenData4All – Revision of the Infrastructure for Spatial Information in the European Community (INSPIRE) Directive and the Public Access to Environmental Information Directive	Q4 2022	R	YES
ENVI/IMCO	Revision of the End-of-life Vehicles Directive and the Directive on the Type Approval of Motor Vehicles	Q4 2022	R	YES
IMCO	Single market emergency instrument	Q1 2022	N	YES
IMCO	Initiative on the right to repair	Q3 2022	N	YES
IMCO	Revision of the package travel Directive – Adaptation to Covid-19 context	Q4 2022	R	YES

Committee (tentative)	Expected legislative initiative	Presentation (Quarter)	Assumed type of initiative	Impact Assessment expected
IMCO	Revision of the Union customs legislation	Q4 2022	R	YES
INTA	Amendment of the Blocking Statute Regulation	Q2 2022	N	YES
ITRE	European chips act ⁸	Q2 2022	N	NO
ITRE	Building an EU space-based global secure communication system	Q2 2022	N	YES
ITRE	Proposal for an EU governments interoperability strategy	Q2 2022	R	YES
JURI	Revision of the Design Directive	Q2 2022	R	YES
JURI	Revision of the Community Design Regulation	Q2 2022	R	YES
JURI	Initiative on harmonising certain aspects of substantive law on insolvency proceedings ⁹	Q3 2022	N	NO
JURI	Revision of the legislation on supplementary protection certificates	Q4 2022	R	YES
JURI/LIBE	Recognition of parenthood between Member States	Q3 2022	N	YES
LIBE	Obligation of carriers to communicate advance passenger information	Q2 2022	N	YES
LIBE	European media freedom act	Q3 2022	N	YES
LIBE	Initiative on transfer of criminal proceedings	Q3 2022	N	YES
LIBE	Framework for reciprocal access to security-related information for front-line officers between the EU and key third countries to counter shared security threats	Q4 2022	N	YES
LIBE	Revision of the victims' rights <i>acquis</i>	Q4 2022	R	YES
LIBE/EMPL/FEMM	Strengthening the role and independence of equality bodies	Q3 2022	N	NO
TRAN	Multimodal digital mobility services	Q4 2022	N	YES
TRAN	Revision of the Directive on the Certification of Train Drivers Operating Locomotives and Trains on the Railway System in the Community	Q4 2022	R	YES
TRAN	Revision of the Directive on Driving Licences	Q4 2022	R	YES

Committee (tentative)	Expected legislative initiative	Presentation (Quarter)	Assumed type of initiative	Impact Assessment expected
TRAN	Revision of the Directive Facilitating Cross-border Exchange of Information on Road-safety-related Traffic Offences	Q4 2022	R	YES

ENDNOTES

- ¹ See S. Vettorazzi and I. Anglmayer, [New European Commission communication on Better Regulation: Joining forces to make better laws](#), EPRS, European Parliament, 2021.
- ² To inform Parliament's committees, an EPRS briefing regarding the new European Commission Better Regulation guidelines is currently being drafted, and should be available on the European Parliament Think Tank webpage in January 2022.
- ³ As defined by Art. 17 of the Taxonomy [Regulation \(EU\) 2020/852](#), regarding the establishment of a framework to facilitate sustainable investment.
- ⁴ As indicated in the [Communication](#) on the EU e-government action plan 2016-2020.
- ⁵ Note that the revision of the Design Directive and the Community Design Regulation are mentioned as two individual initiatives in Annex II and are thus counted as such (i.e. as two individual initiatives).
- ⁶ Note that in the [roadmap](#) for this initiative, the Commission states that 'a fully-fledged impact assessment has not been judged appropriate as it is not possible to quantify the expected impacts of equality bodies' activities and because of the targeted scope of the initiative with limited options'.
- ⁷ This is a legislative or non-legislative initiative
- ⁸ This is a legislative or non-legislative initiative
- ⁹ This is a legislative or non-legislative initiative

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