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# European Parliament work in the fields of Impact Assessment and European Added Value

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Activity report for  
2022

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Directorate for Impact Assessment and European Added Value

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**List of acronyms**

AFCO	European Parliament Committee on Constitutional Affairs
AFET	European Parliament Committee on Foreign Affairs
CCC	European Parliament Conference of Committee Chairs
COVI	Special Committee on the COVID-19 pandemic: lessons learned and recommendations for the future
CWP	Commission work programme
CoNE	Cost of non-Europe report
CULT	European Parliament Committee on Culture and Education
DG	Directorate-general
DG IPOL	Directorate-General for Internal Policies of the Union
EAVA	European Added Value Unit
ECA	European Court of Auditors
ECOS	European Council Oversight Unit
ENVI	European Parliament Committee on Environment, Public Health and Food Safety
EPRS	European Parliamentary Research Service
EVAL	Ex-Post Evaluation Unit
FEMM	European Parliament Committee on Women's Rights and Gender Equality
FISC	Subcommittee on Tax Matters
IA	Initial appraisal
IIA	Interinstitutional agreement
IMCO	European Parliament Committee on Internal Market and Consumer Protection
IMPA	Ex-Ante Impact Assessment Unit
INI	Own-initiative implementation reports
INL	Legislative initiative reports
INTA	European Parliament Committee on International Trade
ITRE	European Parliament Committee on Industry, Research and Energy
JURI	European Parliament Committee on Legal Affairs
LIBE	European Parliament Committee on Civil Liberties, Justice and Home Affairs

MEP	Member of the European Parliament
OIOO	One in, one out
BRG	Better Regulation Guidelines
RSB	Regulatory Scrutiny Board
SDG	Sustainable development goals
STOA	Scientific Foresight Unit
TRAN	European Parliament Committee on Transport and Tourism





## 1. Introduction

This activity report summarises related work undertaken by the **Directorate for Impact Assessment and European Added Value** within the European Parliamentary Research Service (EPRS) between January and December 2022. It focuses notably on the Directorate's activities in support of both legislative activity and oversight, and scrutiny of the executive by parliamentary committees, specifically in the fields of: (i) ex-ante impact assessment; (ii) European added value; and (iii) ex-post evaluation. It also refers to the Directorate's work in the field of European Council oversight. (A separate annual report on the activities of the European Parliament Panel on the Future of Science and Technology (STOA), which also falls within the remit of the Directorate, is published in parallel).

During the European Parliament's previous five-year legislative term, from July 2014 to June 2019, the Directorate for Impact Assessment and European Added Value produced a total of 573 publications of various kinds in the fields covered by this report. The corresponding figure for the first three and a half years of the current legislative period (from July 2019 to the end of 2022) is 364 publications, amounting almost to 20 000 pages of text; 132 pieces of work running to 6 131 pages of text were finalised in 2022 alone. All these publications are available to read on the European Parliament's [Think Tank](#) website and also on the [EPRS intranet](#) and EPRS app.

This activity report, the eighth in a series dating back to mid-2012, provides detailed information on activities undertaken during 2022. More information about earlier work, undertaken and published between mid-2012 and the end of 2021, can be found in [previous editions](#) of this report.<sup>1</sup>

### Background

The work done by the Directorate for Impact Assessment and European Added Value relates closely to the cycle of activities of the European Parliament and its committees. For this reason, demand for the Directorate's products and services in support of evidence-based policy-making can vary during the course of the parliamentary term, depending on the types of activity that committees are focusing on at a given point in the EU legislative and policy cycle. To support their work, the Directorate therefore provides products and services for all the phases of the EU legislative and policy cycle. This includes extensive work in the fields of impact assessment and European added value, designed to assist parliamentarians in their legislative and scrutiny work throughout the whole EU policy cycle.

The central purpose is to help policy-makers to take informed decisions, in a way that contributes to better law-making in the European Union. This should ensure that EU policies

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<sup>1</sup> All activity reports are available on the European Parliament's Think Tank website. They cover [June 2012 to June 2014](#), [July 2014 to December 2015](#), the years of [2016](#), [2017](#), [2018](#), [the period from July 2019 to December 2020 as well as the year 2021](#). In addition, one edition, published in July 2019, provided a synthesis of the whole [2014-19 legislative term](#).

and laws are prepared in an open, transparent manner, informed by the best available evidence and backed by comprehensive stakeholder involvement, so that they achieve their objectives at minimum cost.

Better law-making is both an objective and a dynamic process, which has gradually evolved since the early 2000s and that is now a common undertaking by all EU institutions encompassing all phases of the policy cycle, from agenda-setting to the adoption of and evaluation of legislation.

The European institutions have agreed and confirmed this under the current EU Interinstitutional Agreement on Better Law-Making (IIA), signed by the European Commission, European Parliament and Council of Ministers in April 2016.<sup>2</sup> The IIA reaffirms the joint commitment to strengthening the process of evidence-based policy-making at the various stages of the legislative and policy cycles, by emphasising the importance of effective programming, enactment and implementation of EU law. The IIA also includes a commitment by the institutions to the use of certain better law-making tools, notably ex-ante impact assessment, advance public and stakeholder consultation, and ex-post policy evaluation of existing legislation.

Based on the IIA, the EU institutions have continued to work on embedding a culture of better law-making in the mind-sets of all stakeholders and actors at all levels of policy preparation, decision-making and policy review. This includes increased attention to the notion of 'European added value', to better explain and justify the reasons for political initiatives undertaken at European level, as well as an assessment of the 'cost of non-Europe' in the absence of appropriate action at Union level. The aim of such work is to try to generate European legislation of the highest quality, in terms of simplicity, clarity, consistency and effectiveness, for the benefit of European citizens.

Of course, efforts by the EU institutions to enhance the quality of legislation go back much further than 2016. As long ago as 2002, the European Commission began to accompany many of its legislative proposals with ex-ante impact assessments, looking notably at the potential economic, social and environmental effects of each measure put forward. Some basic provisions in relation to such assessments were already included in the first Interinstitutional Agreement on Better Law-Making, concluded in December 2003.<sup>3</sup> Subsequently, in July 2005, the three institutions agreed on a Common Approach to Impact Assessments, which built on these commitments in greater detail.<sup>4</sup>

During this period, in a series of annual reports on better law-making, drafted by its Legal Affairs Committee (JURI), the European Parliament successfully encouraged the Commission to move to the (current) situation whereby every significant legislative proposal is now supposed to be accompanied by an ex-ante impact assessment, sometimes running to several hundred pages. In the same spirit, the Parliament also began a limited

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<sup>2</sup> [Interinstitutional agreement between the European Parliament, the Council of the European Union and the European Commission on better law-making](#), 13 April 2016.

<sup>3</sup> [Official Journal, 31.12.2003 \(2003/C 321/01\)](#).

<sup>4</sup> NT/551/551547 PE 353.887.

amount of its own ex-ante impact assessment work. Between 2004 and 2010, there were already 29 occasions on which parliamentary committees undertook their own analyses of Commission impact assessments, in various forms, or did some kind of further, complementary work on them.

To assist the Parliament's committees in undertaking impact assessment work, the Conference of Committee Chairs (CCC) adopted an Impact Assessment Handbook in 2008. This was subsequently updated in November 2013 and September 2017, in the latter case to take account of the new Interinstitutional Agreement. The Handbook in its current form is included, for reference, as an annex to this activity report.<sup>5</sup>

In June 2011, the Parliament adopted an own-initiative report (Niebler Report) on 'guaranteeing independent impact assessment', which welcomed the on-going development of the impact assessment process as an important aid to the legislator, and argued that the concept of 'impact assessment' in its broad sense, should be applied throughout the policy cycle – on both an *ex-ante* and an *ex-post* basis – from the design of legislation through to its implementation, evaluation and possible revision.<sup>6</sup> It also advocated a proper assessment of European added value by the EU institutions, 'in terms of what savings will result from a European solution and/or what supplementary costs would arise ... in the absence of a European solution'. It suggested that, within the Parliament, there should be renewed emphasis on an 'integrated impact assessment process', underpinned by the development of a stronger common procedure and methodology for use in parliamentary committees.

## Parliamentary structures and support

In response to the 2011 Niebler Report, and with a view to strengthening the capacity of parliamentary committees to engage in oversight and scrutiny work of various kinds, the Parliament's Bureau decided in 2011 to establish a dedicated Directorate for Impact Assessment and European Added Value, which started work in January 2012. The Directorate was initially located in the Directorate-General for Internal Policies (DG IPOL). Since November 2013, it has formed part of the **Directorate-General for Parliamentary Research Services** (DG EPRS), otherwise known as the European Parliamentary Research Service, which was established at that time.

For reference, DG EPRS as a whole – within which the Directorate is located – aims to provide comprehensive research and analytical support for Members and, where appropriate, parliamentary committees, in all EU policy fields. It is organised into four directorates:

- Directorate A: the Directorate for the **Members' Research Service**, which provides confidential briefing and research for individual MEPs, as well as a wide range of

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<sup>5</sup>[Conference of Committee Chairs Impact Assessment Handbook 1 – Guidelines for Committees](#), 12 September 2017.

<sup>6</sup> [2010/2016 \(INI\)](#), 8 June 2011.

publications – in the form of at a glance notes, briefings, in-depth analyses and studies – on all EU policies, issues and legislation;

- Directorate B: the Directorate for **Impact Assessment and European Added Value**, which provides, inter alia, the products and services detailed in this activity report;
- Directorate C: the Directorate for the **Library and Knowledge Services**, which provides on-site and online library services of multiple kinds, as well as responding to citizens' enquiries; and
- Directorate D: the Directorate for **Resources**, which provides support for the whole directorate-general in areas such as facilities' management, financial management, human resources and information technology.

The Directorate for Impact Assessment and European Added Value works to strengthen the Parliament's capacity for scrutiny and oversight of the executive at successive stages of the policy cycle - generating analysis in-house wherever possible and drawing on outside expertise as necessary - as well as contributing to the quality of law-making itself. European Parliamentary committees may commission a variety of products and services from the Directorate to support their work in these fields.

The Directorate for Impact Assessment and European Added Value includes the following **three units providing direct support to parliamentary committees** in various aspects of their oversight and scrutiny roles:

- The **Ex-Ante Impact Assessment Unit** (IMPA) undertakes an initial appraisal of the quality of each impact assessment accompanying the legislative proposals produced by the European Commission, checking that certain criteria are met and identifying the basic methodological strengths and weaknesses of the Commission impact assessment. At the request of individual committees, the unit can then provide detailed appraisals of the quality and independence of Commission impact assessments, or complementary or substitute impact assessments on aspects of a legislative proposal not dealt with adequately (or at all) by the Commission. At the request of the committee responsible, the unit can also undertake impact assessments of substantial amendments to the Commission proposal. (In accordance with the procedures laid down in the Conference of Committee Chairs' Impact Assessment Handbook, the latter are always carried out by external experts).
- The **European Added Value Unit** (EAVA) analyses the potential benefit of future action by the Union through cost of non-Europe reports in policy areas where greater efficiency or a collective good could be realised through common action at European level. The unit also provides European added value assessments to set out and explain the rationale for and quantify the potential benefits from legislative initiative reports put forward by parliamentary committees, and it analyses the added value of existing EU policies in practice.
- The **Ex-Post Evaluation Unit** (EVAL) assists committees in ex-post evaluation work – including on the transposition, implementation and enforcement of EU policy or

law at national level - notably by providing European implementation assessments to support own-initiative (INI) implementation reports being undertaken by parliamentary committees. Other ex-post evaluations, not linked to such reports, are also provided to committees, on request. It also provides implementation appraisals of the operation of existing legislation in practice, notably whenever a new proposal to update such legislation is announced in the Commission's annual work programme and acts as a sort of 'policy cycle competence centre' and generates 'rolling check-lists' and synoptic overviews on relevant issues.

In addition to these three units, the **European Council Oversight Unit** (ECOS) provides horizontal analytical support to both parliamentary committees and Members as a whole, by monitoring and analysing the delivery of the European Council on the commitments made in the conclusions of its meetings, as well as with regards to its various responsibilities either in law or on the basis of inter-governmental agreements. The unit maintains a rolling check-list of all such commitments and/or responsibilities, provides routine briefing notes on their degree of attainment within the Council system, provides briefings in advance of and after each Council meeting, and undertakes detailed research in various aspects of European Council activity.

As of December 2022, 41 people – comprising four heads of unit, 25 policy analysts, two seconded national experts and nine assistants – were assigned to work in the four fields described above.

For reference, the Directorate for Impact Assessment and European Added Value also includes a **Scientific Foresight Unit** (STOA), which undertakes work specifically in the field of science and technology options assessment for the Parliament's **Panel for the Future of Science and Technology** (STOA Panel). The European Science-Media Hub (ESMH) also forms part of this latter unit.

In November 2012, the Parliament's Conference of Presidents tasked the **Conference of Committee Chairs** (CCC) with 'coordinating the parliamentary committees' approach towards impact assessment and European added value, and supervising the Parliament's work in this area, as well as developing a more consistent and integrated approach to the matter'.<sup>7</sup> The Directorate sends a monthly update of all completed, on-going and planned work in these fields to the CCC, of which the latter body takes note at its monthly meetings.

The **Parliament's 2022 budget** set aside €1 million (Budget item 22-0-3210-01) for the purpose of acquiring, as necessary, external expertise in the fields of impact assessment and European added value, in order to support the institution's activities in these fields. However, the budget of €1 million was reduced to €750 000 during the year.

During the 12-month period under review in this activity report, 19 public procurement procedures were launched, for a total committed value of €744 325. Of this figure, 43.06 % (€320 550) was used for ex-post impact assessment work, 36.92 % (€274 875) was used for

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<sup>7</sup> PE 499.457/CPG 28/38.

European added value work, 16.37 % (€121 900) was used for ex-ante impact assessment work and 2.01 % (€15 000) was used for studies for the European Council Oversight Unit.

In this context, procurement procedures were commissioned in support of on-going work for eight parliamentary committees: AFET: €72 825; AGRI: €118 700; COVID Special Committee: €146 850; CULT: €10 000; DROI: €15 000; ITRE: €84 000; JURI: €15 000 and LIBE: €121 900.

## Recent developments and outlook

In general, the workload and output of the Directorate for Impact Assessment and European Added Value has increased steadily over the years since its creation. The precise rhythm of the work of its various units however varies depending on the development of parliamentary activity during the legislative cycle.

During 2022, the European Parliament and its parliamentary committees have again been extremely busy, in accordance with the usual rhythm of activity, dealing with legislation submitted by the European Commission for scrutiny and final decision by the co-legislators. Consequently, the Directorate produced a large number of initial appraisals of Commission impact assessments, which is a trend that is likely to continue throughout the rest of this five-year cycle.

The Directorate however has also been conducting 'own' impact assessment work, notably in cases where the Commission failed to provide impact assessments at all or when parliamentary committees required more detailed information on the various potential impacts of a proposal before moving forward to a final decision.

In parallel, the Directorate has continued to support the ever-growing interest of parliamentary committees in evaluating how existing EU policies are being implemented in practice and how effective they are proving on the ground. Increased interest in ex-post evaluation resulted in increasingly high demand for implementation-related work already throughout the previous parliamentary term, which is a trend that continued in the 'new' Parliament as well.

Moreover, after a period of fast track procedures implemented owing to COVID and other crises when decisions frequently had to be taken without proper ex-ante impact assessment and under time pressure, the importance of ex-post evaluation has become even more apparent. Lessons can be learned from that period, including for the design of future regulation in similar cases.

European added value work – primarily in the form of cost of non-Europe reports and European added value assessments – is undertaken fairly continuously throughout the legislative term. The range of policy areas in which it has been requested by parliamentary committees over time has widened and now covers practically all policy areas including civil liberties and international trade. With the Commission's commitment to try to respond positively to Parliament's legislative own-initiatives, wherever possible, work in this area is already benefiting from additional attention and is likely to continue to do so.



In addition, the Directorate has continued to complement its work on European added value with innovative approaches, for instance by further developing its methodology for 'stress-testing' current or future EU policies. This can be applied in various policy areas on request by parliamentary committees, now and in the future.

Overall, the Interinstitutional Agreement on Better Law-Making still provides useful guidance on issues of direct relevance to the work described in this activity report. Since its entry into force in 2016, its implementation has been regularly monitored by the Parliament, which discusses relevant issues with the Commission and the Council, as appropriate.

Since then, following a comprehensive [stock-taking](#) exercise on the better regulation agenda, the Commission presented a new communication on better regulation in April 2021. This communication, entitled '[Joining forces to make better laws](#)', sets out a policy-making framework aimed at supporting post-crisis recovery and the twin digital and green transformation, on the basis of what it calls 'future-proof legislation that can stand the test of time'.

In line with this strategic communication, the Commission also updated its **Better Regulation Guidelines** ([SWD\(2021\) 305](#)) and [Toolbox](#). While these tools are 'internal instructions for the Commission staff in order to deliver the objectives of better regulation', and are not binding the Commission vis-à-vis other EU institutions, these documents complement the Commission's Better Regulation Guidelines. For that reason, they are in practice essential documents for the understanding of the Commission's methodological approach to policy-making, which also guides the Parliament's own scrutiny and impact assessment work.

Both documents were intended to bring new political impetus to strengthen the better law-making process. This was an intention the President of the Commission, Ursula von der Leyen, had announced even before taking office in 2019, and that should serve as basis for further discussion with the other institutions on this subject.

Novelties included a commitment to make better use of strategic foresight, mainstream the sustainable development goals in all its legislative proposals and do more to take into account sustainability and the importance of digitalisation. It also introduced the 'one in, one out' principle, aiming to balance any new burdens resulting from the Commission's legislative proposals by correspondingly reducing existing burdens in the same policy area.

In July 2022, Parliament responded to these developments by adopting a resolution (Wölken Report) on '**Better Regulation: joining forces to make better laws**'<sup>8</sup> The report makes a series of detailed recommendations to strengthen EU's strategy on better law-making and to make EU legislation fit for purpose, proportionate and comprehensive. It further comments – inter alia – on the Commission's 'one in, one out approach' and the work of the Regulatory Scrutiny Board and recalls the need for transparency and openness to confer greater legitimacy to and confidence in the EU democratic legislative process.

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<sup>8</sup> [2021/2166\(INI\)](#).

In addition, in September 2022, the European Parliament Research Service organised a conference on the subject, under the title: **Conference on better law-making: Forward looking policy-making in times of multiple crisis**. Divided into three sessions, the conference covered a wide range of topics of timely relevance to the better law-making agenda, including on the achievements and pitfalls of evidence-based policy-making to date, new tools for anticipatory policy-making and the latest developments on 'one in, one out'.

The conference involved EU institutions, Member States, the Organisation for Economic Cooperation and Development – OECD, and stakeholders, as well as academics. It also provided an opportunity to reach out to likeminded partners in Parliament and other institutions with a shared interest in better law-making, with the objective of establishing a continuous dialogue through cooperation, regular contact and the sharing of best practice.

Overall, this approach is based on the understanding that better law-making is here to stay as a guiding philosophy for the policy process and that it should be further strengthened over time. As such, it is widely accepted that better law-making is a joint responsibility of all partners in the legislative process, even if each EU institution remains responsible for determining how to organise its related work.

On this basis, better law-making tools can and should contribute positively to improving the quality and effectiveness of legislation, provided they remain a support for, and do not become a substitute for, political choices in decision-making, and that they do not delay the legislative process unduly.

In this spirit, the Parliament's Directorate for Impact Assessment and European Added Value stands ready to engage in dialogue and cooperation at all levels, to evaluate progress and to find appropriate ways and means to best enhance the quality of the law-making process. The Directorate's main objective, however, remains to supply the institution and its committees with the research and analysis needed to help enable it to better evaluate, justify and quantify its legislative priorities and options, and to exercise effective oversight and scrutiny of the executive, at all stages of the EU policy cycle.

For reference, all of the Directorate's publications are available for consultation and download on the Parliament's [Think Tank](#) internet page, as well as on the EPRS [intranet webpage](#) and [blog](#). Studies and in-depth analyses can also be found on the [EU Publications](#) portal of the Publications Office of the European Union.

**Wolfgang Hiller**

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February 2023



## 2. Work on ex-ante impact assessment

Since July 2012, **the Ex-Ante Impact Assessment Unit** of the Directorate for Impact Assessment and European Added Value has developed a series of products and services that offer targeted, timely and specialised support to parliamentary committees in their work on ex-ante impact assessment, covering all policy areas and available at any stage in the law-making process.

The support begins with the proactive provision by the unit of **initial appraisals, which provide a critical overview of, and analyse the quality of, European Commission impact assessments** (IAs) accompanying the latter's legislative proposals. These appraisals take the form of short briefing papers, usually of up to eight pages in length, which 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 the latter's own [Better Regulation Guidelines](#) and relevant European Parliament resolutions. At the request of individual parliamentary committees, the unit can provide more **detailed appraisals** of the quality, completeness and independence of Commission IAs, and/or **complementary or substitute impact assessments** on aspects of a legislative proposal not dealt with adequately (or at all) by the Commission in its IA. At the request of the committee responsible, the unit can also undertake **impact assessments of substantial amendments** being considered by the Parliament to a Commission proposal (under the provisions of the Parliament's Impact Assessment Handbook, such impact assessments of amendments are always carried out by external experts).

### Contribution to European Parliament committee work

Against the backdrop of the EU's recovery from the Covid-19 crisis and other emerging crises, such as Russia's war on Ukraine, the energy crisis and high inflation rates, the year 2022 continued as 2021 had ended, with the EU's legislative work proceeding at full speed. The Commission's 2022 work programme included 45 legislative proposals, 42 of them to be accompanied by an impact assessment.<sup>9</sup> In addition, a considerable number of the 82 legislative initiatives that featured in the Commission 2021 work programme were carried over to the EU's Joint declaration of legislative priorities for 2022.

The unit's work in 2022 focused to a large extent on a systematic analysis of the impact assessments accompanying these priority files. Between 1 January and 31 December 2022, the unit produced **45 initial appraisals** of Commission impact assessments, compared with 32 in 2021, i.e. a 40 % increase. This represented a considerable challenge for the unit, in terms of workload and the variety of the topics at hand. The unit also commissioned a **complementary impact assessment** at the request of the Committee on Civil Liberties, Justice and Home Affairs (LIBE) on the Commission's proposal for a regulation laying down rules to prevent and combat child sexual abuse. As in previous years, the unit engaged in

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<sup>9</sup> N. Hahnkamper-Vandenbulcke and S. Vettorazzi, [European Commission work programme for 2023](#), EPRS, European Parliament, November 2022.

collaborative projects with other EPRS units and co-authored briefings on the Commission work programme for 2023 and on the main revisions of the updated Better Regulation guidelines and toolbox, adopted by the Commission in November 2021 as a follow-up to its communication on better regulation of April of that year.

A full **list of the publications** produced during the period covered by this activity report, from January 2022 to December 2022, with hyperlinks, can be found on pages 15 to 17 below.

### **a) Initial appraisals of Commission impact assessments**

In light of the Parliament's commitment under the [Interinstitutional Agreement \(IIA\) on Better Law-Making](#) to take full account of the Commission's impact assessments when considering legislative proposals, the Ex-Ante Impact Assessment Unit's **initial appraisals** of the Commission's impact assessments seek to support the informed and effective consideration of legislative proposals at committee stage within the Parliament and contribute to strengthening the Parliament's role as an effective co-legislator and its capacity for scrutiny of the executive. These initial appraisals alert parliamentary committees to the impact assessments' strengths and weaknesses, flagging up issues that Members may wish to examine further. They raise awareness of the fact that the quality scrutiny continues after the Commission's own internal review board, the Regulatory Scrutiny Board (RSB), has considered the draft (but not the final) impact assessments. An initial appraisal may prompt committees to invite the Commission to explain the reasoning and methodology behind its impact assessment, to respond to any criticisms or shortcomings identified, and/or to complement its impact assessment, as envisaged by the IIA. In this context, committees may also request further support from the Ex-Ante Impact Assessment Unit, as indicated earlier.

Drawing on experiences from its analysis of the quality of Commission impact assessments from 2015 to 2018,<sup>10</sup> the Ex-Ante Impact Assessment Unit continued systematically collecting data on the **quality of the Commission's impact assessments** by means of a new internal digital database, which became operational in 2021. The data relate to quality criteria stemming from the Commission's recently revised Better Regulation Guidelines and relevant parliamentary resolutions, with a focus on the 10 main dimensions of an IA covered in each initial appraisal.

On the basis of the initial appraisals carried out in 2022, the following aspects of impact assessments were found to be **the strongest**: 'quality of data, research and analysis', 'stakeholder consultations', 'subsidiarity/ proportionality' and 'coherence between the IA and the corresponding legislative proposal', which are all important components supporting the methodological choices and underlying transparency of the IA. At the same time, several important dimensions of the impact assessments appraised in 2022 were

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<sup>10</sup> A. Maniaki-Griva, E. Kramer and V. Kononenko, [Appraising the quality of the European Commission's impact assessments: Trends and developments from 2015 to 2018](#), EPRS, European Parliament, 2019.

found to be **weaker**: 'problem definition', 'objectives of the initiative', 'follow-up to the opinion of the RSB'; 'monitoring and evaluation' (which makes the link between the IA and evaluation efforts); and the 'range of options' (often found limited on account of their cumulative nature, a lack of viable alternatives, or the lack of detail in the presentation of options). In particular, as already noted in the previous reviews conducted by the unit,<sup>11</sup> the **assessment of impacts** – an essential component of any IA, by definition – continues to be considered **the weakest** component, which highlights the persisting need for better screening and identification of potentially relevant impacts and related transparent justification. The assessment of social and environmental impacts still tends to be less thorough than that of economic impacts, and so is the analysis of other relevant impacts, for instance on small and medium-sized enterprises and competitiveness. About half of the appraised impacts assessments considered effects on SMEs, albeit often rather superficially, and only a small portion of them conducted an SME test. Proportionality is key when identifying the most significant impacts to ensure they are sufficiently assessed, as also noted by the RSB in its 2021 report.<sup>12</sup>

**New additions to the latest revision of the better regulation guidelines** of November 2021 include the Commission's commitment to make better use of the 'evaluate first' principle and strategic foresight, to mainstream the sustainable development goals (SDGs) in all legislative proposals and to do more to take into account sustainability (do no harm principle) and the importance of digitalisation (digital by default principle). They further include, where relevant, analysis of specific impacts on gender equality, regions and different territories (such as urban, rural, cross-border areas and outermost regions). In addition, the revision introduced the 'one in, one out' approach (OIOO) at EU level, to balance any new burdens resulting from the Commission's legislative proposals by reducing corresponding existing burdens in the same policy area.

It is worth noting that for most of the impact assessment reports appraised by the unit in 2022, the impact assessment process had been partly or entirely carried out in 2021 (or finalised in the first weeks of 2022). Thus, the new elements of the revised guidelines of November 2021 could not be implemented in these files – with the exception of the OIOO approach, which the Commission had announced that it would formally implement with the 2022 Commission work programme (and review already in 2023). In general, therefore, the year 2022 can be considered as a transition year towards implementation of the revised guidelines.

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<sup>11</sup> See J. Dunne and W. Hiller, European Parliament work in the fields of impact assessment and European added value: Activity Report for July 2014 to December 2015, Annex One; The first 100 initial appraisals of European Commission Impact Assessments by the European Parliament's Ex-Ante Impact Assessment Unit between June 2012 and June 2015, EPRS, European Parliament, April 2016; A. Maniaki-Griva, E. Kramer and V. Kononenko, Appraising the quality of the European Commission's impact assessments: Trends and developments from 2015 to 2018, EPRS, European Parliament, December 2019.

<sup>12</sup> Annual Report for 2021, Regulatory Scrutiny Board, European Commission, 2022, pp. 16, 22.

**Gender, territorial and sustainable development impacts** (including attainment of the SDGs) were, for example, still rarely considered in the impact assessments seen by the unit in 2022, a phenomenon already noted in the 2015-2018 review.<sup>13</sup> The same can be said about the 'digital by default' and 'do no significant harm' principles (the latter appeared to have been touched upon often indirectly in the context of environmental impacts). **Strategic foresight** was included in a number of impact assessments, frequently in the framework of the baseline scenario, but there were considerable disparities as to where and how it was addressed. Furthermore, the '**evaluate first**' principle was seemingly not entirely observed as only just over half of the impact assessments conducted prior to revision of legislation that were appraised drew on a retrospective evaluation. The '**evaluate first**' principle seems also to have been affected by the 'back to back' trend, which implies carrying out the ex post evaluation of existing legislation and the ex-ante impact assessment of new proposals in parallel, to save time and resources. In its latest resolution on better regulation, of July 2022, Parliament expressed concern over this practice. The IMPA unit had already noted in the past that this practice might not benefit the quality of either (the ex ante or the ex post) analysis.<sup>14</sup>

As noted above, the 'OIOO' approach was mandatory for files in the Commission's 2022 work programme, many of which were adopted with considerable delay. The few relevant files still analysed in 2022 – including some of the 10 files selected to pilot 'OIOO' during the second half of 2021 – showed variety in the 'scope' of the approach, as also highlighted in the RSB annual report 2021.<sup>15</sup> It seems that cost calculations in these files still vary considerably and are presented case by case with partial/selective quantifications, as they used to be before the OIOO application. In particular, reported cost categories appear to vary, **without sufficient (or in some cases, any) explanation of the estimation methods**. Overall, benefits still appear to be quantified less frequently than costs, with the risk of an imbalanced cost/benefit analysis as also highlighted in the [2021 annual burden survey](#) findings on the OIOO pilot. Therefore, some of the concerns expressed by Parliament as regards 'OIOO' in the above mentioned resolution seem to be confirmed in the limited number of relevant files analysed, although they do not (yet) provide a consistent picture of the OIOO application.

Altogether, the IAs appraised in 2022 seem to confirm a continuity in the strongest and weakest sections of IAs over time. There remains margin for improvement, as also the RSB opinions on the drafts of these impact assessments seem to indicate: the large majority of first opinions was either negative or positive with reservations (thus rejecting the draft or detecting *significant* shortcomings), and the majority of re-submitted draft IAs still received

<sup>13</sup> A. Maniaki-Griva, E. Kramer and V. Kononenko, Appraising the quality of the European Commission's impact assessments: Trends and developments from 2015 to 2018, EPRS, European Parliament, December 2019.

<sup>14</sup> See the initial appraisals [Controls of cash entering or leaving the European Union](#), June 2017, and [Review of the European supervisory authorities \(ESAs\) \(micro-prudential supervision\)](#), December 2017.

<sup>15</sup> Annual Report for 2021, Regulatory Scrutiny Board, European Commission, 2022, p. 11.

(only) a second positive opinion with reservations, while four received a second negative opinion (a high number compared to previous years). For two of the latter cases the Commission presented further explanations and evidence in additional separate 'follow-up' documents, published with the respective proposals.<sup>16</sup>

It remains to be seen, once the updated Better Regulation guidelines are fully implemented after the initial transition period, exactly how the ambitious plans to integrate the analysis of a number of additional impacts into Commission impact assessments will be put into practice, so that the assessments remain proportionate, fit for purpose and meaningful. The need to strike the right balance between the depth and complexity of the research to inform policy-makers properly on the one hand, and the readability and transparency of IAs on the other, will remain an overarching challenge for the evolution of the entire IA process. The unit will continue monitoring the implementation of the revised Better Regulation Guidelines in 2023 against the priorities expressed in the European Parliament resolution on better regulation of July 2022, and will report on the quality of the Commission's impact assessments in the run-up to the parliamentary elections in 2024.

#### **b) Impact assessment work on request**

##### ***Complementary impact assessment of the Commission proposal for a Regulation laying down rules to prevent and combat child sexual abuse (COM (2022) 209)***

In autumn of 2022, the Civil Liberties, Justice and Home Affairs Committee (LIBE) asked the unit to prepare a complementary impact assessment of the Commission proposal for a regulation laying down rules to prevent and combat child sexual abuse. The LIBE committee raised concerns about several issues, which it found were not adequately covered in the accompanying European Commission impact assessment. These issues concerned, inter alia, fundamental rights impacts, impacts on the internet and technological implications, necessity and proportionality regarding the new binding obligations for relevant service providers to detect, report and remove from their services known and new child sexual abuse material or text-based threats such as grooming, and the envisaged creation of an EU centre to prevent and counter child sexual abuse.

The complementary impact assessment commissioned is expected to be completed by March 2023 to feed in a timely manner into the work of the LIBE Committee.

#### **c) Other impact assessment work**

Throughout 2022, the Ex-Ante Impact Assessment Unit consolidated its internal digital database for improved statistical analysis and reporting of the quality of the European Commission's impact assessments and of proposals adopted without an impact assessment. On this basis, it was able to respond to several impact assessment information requests from committees relating to specific legislative files or to certain policy fields. The unit also continued to inform parliamentary committees about adopted and expected

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<sup>16</sup> See the initial appraisals [Combating violence against women and domestic violence](#), June 2022, and [Corporate Sustainability Due Diligence](#), October 2022.

legislative proposals that are not/will not be accompanied by a Commission impact assessment, in some instances triggering follow-up questions from committees on the validity of the justification provided or requests to the Commission, for impact assessments or analysis to be undertaken.

Almost all ordinary legislative procedure proposals published in 2022 that were included in the joint declaration on the EU's legislative priorities for 2022 were accompanied by an impact assessment. Moreover, the impact assessment coverage of legislative initiatives under the Commission 2022 work programme appears stable, as it was 93 % (with 42 out of 45 legislative initiatives across Annexes I and II to be covered by an impact assessment),<sup>17</sup> compared to 96 % under the 2021 CWP (79 legislative initiatives with IAs out of 82 across Annexes I and II). This is in line with the commitments made by the Commission in the Interinstitutional Agreement on Better Law-Making (IIA BLM).

The absence of an impact assessment concerns mainly therefore proposals tabled outside the Commission work programme or the joint declaration, where the Commission enjoys greater discretion as to whether to launch an impact assessment, or not. In those cases when an impact assessment should have been prepared but was not, the Commission has committed since 2021 (communication on BRG) to publish a staff working document with analysis and supporting evidence. Parliament has stressed that this should not, however, lead the Commission to circumvent its IA obligations. It is still too early to tell whether this could be the case, notably in politically sensitive fields.

The unit remained committed to raising awareness within the Parliament, and more widely, of interinstitutional intentions, best practice and general developments in respect of ex-ante impact assessment as part of the evolving better law-making scene. To this end, it organised a panel discussion on 'Implementing the one in, one out approach: more costs than benefits?' in the framework of the first annual EPRS conference on better law making in September 2022. During the year, the unit also answered various information requests from Members or committees, for example on the use of models in Commission impact assessments in the field of energy or on the analysis of impacts on third countries in Commission impact assessments. It also kept enhancing the visibility of its work, notably through various presentations of its work to political groups and MEPs' assistants as well as in committee meetings. For example, in October 2022, the Committee on Industry, Research and Energy (ITRE) invited the unit to present the main findings of its initial appraisal on the quality of the Commission's impact assessments on the proposal on corporate sustainability due diligence, in the presence of the European Commission, which was also invited to take part.

The unit keeps in regular contact with parliamentary committees and follows their work and priorities closely, notably through its active participation in the five inter-directorate-

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<sup>17</sup> Stefano Vettorazzi and Nora Hahnkamper-Vandenbulcke, [European Commission work programme for 2023](#), November 2022.



general 'steering groups' within the Parliament's administration, and in administrative project teams for legislative files.

As in previous years, the Ex-Ante Impact Assessment Unit maintained close contact with the other EU institutions and participated in the Council's Working Party meeting of the Czech presidency on better regulation, more specifically on "'One in, One out" as a potential tool for improving the effectiveness and efficiency of the EU legislative framework'. It also continued regular exchanges with the European Commission and the RSB. The unit also increased its outreach, presenting its activities to various external stakeholders – for instance, the 'Association française de la gestion financière' or local and regional leaders from the 'Führungskolleg' Speyer, Germany. Unit members also delivered lectures in several academic institutions such as KU Leuven, Maastricht University and the Catholic University of Louvain.

## Publications

The following publications in the field of ex-ante impact assessment were produced between January and December 2022:

### **Initial appraisals of European Commission Impact Assessments (45)**

- ['Fit for 55' package: Carbon border adjustment mechanism](#), January 2022, PE 699.473
- ['Fit for 55': Revision of the EU Emissions Trading System](#), January 2022, PE 699.470
- ['Fit for 55' legislative package: Deployment of alternative fuels infrastructure](#), January 2022, PE 699.477
- [Common chargers – Revision of the Radio Equipment Directive](#), February 2022, PE 699.480
- ['Fit for 55' package: Fuel EU Maritime](#), February 2022, PE 699.482
- ['Fit for 55' package: revising the Regulation on land use, land use change and forestry \(LULUCF\)](#), February 2022, PE 699.483
- [Fit for 55 package: revising the EU Emissions Trading System as regards aviation](#), March 2022, PE 699.484
- [Review of the capital requirements framework](#), March 2022, PE 699.499
- [Amending the rules governing the statute and funding of European political parties \(recast\)](#), March 2022, PE 699.504
- [Transparency and targeting of political advertising](#), March 2022, PE 730.305
- [Review of the waste shipment regulation](#), April 2022, PE 699.493
- [Solvency II review](#), April 2022, PE 730.314

- [Minimising the risk of deforestation and forest degradation associated with products placed on the EU market and exported from the EU](#), April 2022, PE 730.312
- [Environmental crime directive](#), April 2022, PE 730.308
- [Improving working conditions in platform work](#), April 2022, PE 730.315
- [Review of rules for alternative investment funds](#), April 2022, PE 730.306
- [Digitalisation of cross-border judicial cooperation](#), April 2022, PE 730.313
- [Revision of the trans-European transport network \(TEN-T\) Regulation](#), May 2022, PE 730.316
- [EU response to economic coercion by third countries](#), May 2022, PE 730.326
- [The revision of the Schengen Borders Code](#), May 2022, PE 730.330
- [Fit for 55': EU framework to decarbonise gas markets and promote hydrogen](#), May 2022, PE 730.327
- [Combating violence against women and domestic violence](#), June 2022, PE 730.332
- [Fit for 55 package: Reducing methane emissions in the energy sector](#), June 2022, PE 730.328
- [Revision of the Directive on Intelligent Transport Systems, including a multimodal ticketing](#), June 2022, PE 730.335
- [Fit for 55 package: Energy performance of buildings \(recast\)](#), June 2022, PE 730.341
- [Review of rules on financial market data](#), June 2022, PE 730.337
- [Setting ecodesign requirements for sustainable products](#), June 2022, PE 730.347
- [Establishing the Union secure connectivity programme for the period 2023-2027](#), July 2022, PE 730.307
- [Data act](#), July 2022, PE 730.351
- [Revising the EU geographical indications for wine, spirit drinks and agricultural products](#), September 2022, PE 734.662
- [Tackling industrial emissions from large agro-industrial activities](#), September 2022, PE 734.665
- [Consumer protection for the green transition](#), September 2022, PE 734.666
- [Revision of the Central Securities Depositories Regulation](#), September 2022, PE 734.667
- [Recasting the Long-Term Residents Directive](#), September 2022, PE 734.668



- [Fluorinated greenhouse gases](#), September 2022, PE 734.674
- [Corporate Sustainability Due Diligence](#), October 2022, PE 734.677
- [Sustainable use of plant protection products](#), October 2022, PE 734.682
- [Recasting the Single Permit Directive for third-country nationals](#), October 2022, PE 734.685
- [Revision of the Construction Products Regulation](#), November 2022, PE 734.692
- [Improving distance marketing of consumer financial products](#), November 2022, PE 734.693
- [Further reduction of the ozone depleting substances](#), November 2022, PE 734.694
- [Preventing and combating child sexual abuse](#), November 2022, PE 734.703
- [Regulation on nature restoration](#), December 2022, PE 734.702
- [Single Market Emergency Instrument](#), December 2022, PE 734.707
- [Strengthening cyber resilience](#), December 2022, PE 734.708

**In collaboration with the Ex-Post Evaluation (EVAL) Unit:**

- [What is new in the Commission's 2021 Better Regulation Guidelines?](#), February 2022, PE 699.463
- [European Commission work programme for 2023](#), November 2022, PE 734.669

Each of these publications can be accessed by clicking on the **hyperlinks** above (in the electronic version of this activity report) or on-line on the European Parliament's [Think Tank](#) website.)

### 3. Work on European added value

The **European Added Value Unit** of the Directorate for Impact Assessment and European Added Value analyses the potential benefit of future action by the European Union. It offers three main types of service to the committees of the European Parliament, drawing on external expertise when necessary:

- **European added value assessments** (EAVAs) identify and evaluate the advantages and potential impacts of proposals made by the Parliament in **legislative own-initiative reports** based on Article 225 of the Treaty on the Functioning of the European Union – TFEU. These assessments are undertaken on an automatic basis once the drafting of a legislative initiative report by a parliamentary committee has been authorised by the European Parliament Conference of Presidents. (They may also explain the legal and practical basis for EU policy actions, and consider any subsidiarity or proportionality issues).
- **Cost of non-Europe reports** (CoNEs) focus on policy areas where there is significant potential for greater efficiency and/or the realisation of a 'public good' through common action at EU level, and where such action is currently absent. These reports are normally drafted at the request of committees.
- **European added value in action** publications explore the added value of existing EU policies in practice, and any other relevant research.

During the period from January to December 2022, the European Added Value Unit supported the work of parliamentary committees by producing two European added value assessments, two cost of non-Europe reports, five European added value in action briefings and three other European added value papers.

In the course of 2022, the European Added Value Unit worked extensively on the forthcoming update of the 'Mapping the cost of non-Europe' study: **Increasing European added value in an age of global challenges – Mapping the cost of non-Europe (2022-2032)**, which investigates the potential benefits that could be achieved in 50 policy areas.

#### Contribution to European Parliament committee work

- In specific support for parliamentary committees' work on legislative initiative reports, drawn-up under Article 225 TFEU, the European Added Value Unit completed **two European added value assessments** (EAVAs) during the period from January to December 2022. These were drafted at the request of the Committees on Employment and Social Affairs (EMPL) and Legal Affairs (JURI). The two EAVAs can be summarised as follows:
- The European added value assessment on **'Quality traineeships in the EU'** (2020/2005(INL)), commissioned by the European Parliament's EMPL committee, contributes to an estimation of the European added value of a reinforced quality framework for traineeships. During a traineeship, the trainee can learn things that

are useful professionally. However, socio-economic costs can arise if traineeships replace regular employment. Low-quality traineeships do not lead to significant productivity gains and unpaid traineeships can limit the career opportunities of those from disadvantaged backgrounds.

- A European added value assessment on '**Digitalisation and administrative law**' (2021/2161(INL)) undertaken for the Parliament's JURI committee, investigates the current state of play with regard to digitalisation and the use of digital tools in EU public administration. The analysis identifies five regulatory gaps and their impact on citizens and businesses. It presents three broad possible policy options for EU action that could address the identified gaps to some extent and generate positive impacts for citizens and businesses.
- In parallel, the European Added Value Unit undertook **two cost of non-Europe reports** (CoNEs) during the period from January to December 2022. They covered the cost of non-Europe in the areas of digital transformation and the EU fiscal framework. The two CoNEs may be summarised as follows:
  - The cost of non-Europe report on **digital transformation**, undertaken for the Parliament's committee on Industry, Research and Energy (ITRE), analyses the status quo in digital transformation in the European Union and identifies gaps and barriers hampering the full potential of the digital transformation. Based on this examination, the cost of non-Europe is analysed qualitatively and quantitatively using a computable general equilibrium model. The estimated cost of non-Europe is already substantial in 2021, at €315 billion, and would continue to grow increasingly over time, reaching up to €1.3 trillion by 2033.
  - As part of the 2022-2024 strategic execution framework, the European Added Value Unit was tasked with the cost of non-Europe reports project and, specifically, with updating the mapping of the cost of non-Europe in the course of 2022. One of the policy areas covered by this mapping is **economic and monetary union**. This study confirms that there is still a need for better fiscal policy coordination among Member States and for a deeper EU fiscal framework, this cost of non-Europe study emphasises that these two things could lead to substantial benefits. More specifically, based on the results of a meta regression analysis, estimates indicate that well-designed fiscal rules could generate a deficit reduction of between 1.8 % and 1.3 % of gross domestic product. This would correspond to potential additional fiscal space of approximately €220 billion per year for the EU as whole.

### European added value in action series

'**European added value in action**' briefings highlight the added value of existing EU policies in practice. Five such briefings were published in 2022. See short summaries below:

- **Fair and simpler taxation supporting the recovery strategy:** this briefing summarises two European added value assessment (EAVA) studies on value added tax (VAT) and corporate income tax (CIT), which were carried out in 2021 for the

European Parliament's Subcommittee on Tax Matters (FISC). These studies concluded that further action, supporting more rapid convergence of Member States towards best practices, could significantly reduce complexity, make tax administration more effective, increase transparency, facilitate digitalisation and improve enforcement. This could lead to substantial benefits over the next few years, as total VAT and CIT losses could potentially be reduced by between €52 billion and €117 billion and compliance costs by between €17 billion and €30 billion, depending on the preferred scenario.

- **Completing the single market for goods:** this briefing's updated simulations confirm that untapped potential from the single market for goods is still substantial. In particular, as barriers to trade facilitation and complex regulatory procedures continue to hinder the free movement of goods, further action in this area could boost intra-EU trade significantly, with potential economic benefits of between €228 billion and €372 billion per annum.
- **Completing the single market for services:** the pandemic and the negotiations following Brexit have been a serious challenge for the integrity of the single market. Growing world tensions and Russia's war against Ukraine further emphasise the benefits of unity between Member States. In this briefing, the analysis confirms that barriers in service sectors and distortions induced by state involvement continue to hinder free movement of services within the EU significantly. More ambitious action would be beneficial, with between €279 billion and €457 billion of potential additional gross domestic product (GDP) per annum in the long term.
- **What if care work were recognised as a driver of sustainable growth?:** this briefing shows that care work provided in homes and institutions is a public good that is under-valued by society. Care workers are more likely to have low earnings and precarious working conditions. About 9 in 10 care workers are women, mostly unpaid. The 'unpaid care penalty' for women in the EU, which is equivalent to the earnings they lost because of this imbalanced distribution of care responsibilities, is estimated to reach €242 billion per year. EU action in the care sector has the potential for high returns for society. Fostering the 'equal earner – equal carer model' could generate benefits of between €24 billion and €48 billion a year. EU action to promote affordable, high-quality care could produce an additional €90 billion to €160 billion in benefits each year.
- **Towards carbon neutrality through ambitious transformation of the EU energy system:** according to a recent cost of non-Europe report, ambitious and united EU action in climate and energy policy could be very beneficial, bringing gains of up to 5.6 % of gross domestic product (GDP), equal to €1 trillion in additional GDP per year by 2050, compared to a continuation of the status quo. This briefing confirms that the EU has a key role to play to attenuate and eliminate the related risks and in making the transformation possible and successful. It also confirms that fragmentation driven by low ambition and muddling through, or even worst case scenarios of fragmentation, would result in relatively high negative impacts.

## Other European added value work

- As part of the 2022-2024 strategic execution framework of the European Parliament, other European added value work was undertaken in 2022, resulting in three publications: 'How to stress-test EU-policies – Building a more resilient Europe for tomorrow; Improving the quality of public spending in Europe – Social policy; and Improving the quality of public spending in Europe – Green transformation policy. The three publications can be summarised as follows:
- **How to stress-test EU policies: Building a more resilient Europe for tomorrow:** policy-makers are seeking to 'future proof' policies in order to be better prepared for disruptive and unanticipated events. The application of foresight methods, such as stress-testing, can help achieve this goal. This study introduces a methodology for the European Parliament to stress-test legislation that can be integrated into its existing law-making and scrutiny processes. It draws on lessons learnt and recommendations stemming from independent research. This encompassed a comprehensive review of reports and research studies, and in-depth research on four countries (Finland, the Netherlands, New Zealand and the United Kingdom). It also involved a pilot-test for three policy areas (robotics and artificial intelligence; information and consultation of workers; and competition policy – State aid).
- **Improving the quality of public spending in Europe: Social policy:** this study analyses the potential EU added value (or untapped cost of non-Europe) in certain areas of social and labour policy: short-time work schemes, anti-poverty and inequality-reduction measures, and minimum wage regulations. The three areas are closely interlinked, and the study shows the potential relevance of EU action in addressing the main existing challenges. The quantitative analysis uses the 'budgetary waste rate' approach to measure the potential efficiency gains in the selected areas. Finally, the study discusses the channels that could allow the EU to support these gains and improve social outcomes.
- **Improving the quality of public spending in Europe – Green transformation policy:** linking national spending on the environment with the effects it has on the environmental performance of EU Member States allows for a better assessment of the effective quality of budgetary interventions. This analysis, based on the detailed research paper in its annex, discusses under what circumstances some public environmental expenditure could be spent more efficiently at EU rather than at national level. It estimates that this transfer towards a more efficient level of governance would allow Member States to save between €20 billion and €26 billion of budgetary spending per year.

## Publications

The following publications in the field of European added value were produced from January 2022 to December 2022:

### **European added value assessments (2)**

- [The quality of traineeships in the EU](#), January 2022, PE 699.459
- [Digitalisation and administrative Law](#), November 2022, PE 730.350

### **Cost of non-Europe reports (2)**

- [Digital transformation](#), January 2022, PE 699.475
- [Assessment of the EU fiscal framework: Updating estimates of the cost of non-Europe](#), December 2022, PE 734.688

### **European added value in action (5)**

- [Fair and simpler taxation supporting the recovery strategy](#), February 2022, PE 699.479
- [Completing the single market for goods](#), April 2022, PE 730.320
- [What if care work were recognised as a driver of sustainable growth?](#), June 2022, PE 730.333
- [Towards carbon neutrality through ambitious transformation of the EU energy system](#), July 2022, PE 730.346

### **Other European added value work (3)**

- [How to stress-test EU policies - Building a more resilient Europe for tomorrow](#), January 2022, PE 699.474
- [Improving the quality of public spending in Europe - Social policy](#), April 2022, PE 699.487
- [Improving the quality of public spending in Europe - Green transformation policy](#), May 2022, PE 730.317

Each of the publications can be accessed by clicking on the **hyperlinks** above (in the electronic version of this activity report) or on-line on the European Parliament's [Think Tank](#) website.

## 4. Work on ex-post evaluation

The **Ex-Post Evaluation Unit** of the Directorate for Impact Assessment and European Added Value helps to strengthen the European Parliament's capacity for oversight of the executive. It does this by serving as an information and analysis centre for all work in the European Parliament, the Commission and other EU bodies on the implementation, enforcement and effectiveness of EU law and policies in practice.

The Ex-Post Evaluation Unit provides the following products and services, inter alia:

- a **central information and support service** on work being done by the European Parliament, European Commission and other bodies on the implementation and effectiveness of EU law and policies in practice, and on all those phases of the EU policy cycle downstream of the adoption of EU law;
- horizontal **'rolling check-lists'** to provide key reference material, in easily accessible form, to help parliamentary committees decide what type of scrutiny of the Commission and EU policies to engage in, and when and how best to undertake it;
- short (four- to twelve-page) **implementation appraisals** of the operation of existing EU legislation in practice, whenever a new proposal to update such legislation is planned in the Commission's annual work programme (CWP). These appraisals are delivered to the relevant parliamentary committee in advance of the latter's consideration of the new proposal in question;
- longer and more detailed **European implementation assessments** on how specific existing EU laws or policies operate in practice, drafted each time a parliamentary committee decides to undertake an own-initiative implementation report on an existing EU policy or law, providing a detailed analysis of the experience to date; and
- any **other analyses or studies** on implementation issues as required.

The material generated on ex-post evaluation draws on available inputs from the EU institutions and bodies, inter alia, including notably the two advisory committees and the European Court of Auditors, from national governments and parliaments, and from any other external consultation and outreach exercises.

### Contribution to European Parliament committee work

In 2022, the Ex-Post Evaluation Unit continued to enhance the range and quality of its products and services for the parliamentary committees, and to strengthen its practical interface with committees in their policy evaluation work.



During the course of 2022, the unit contributed directly to the work of **16 parliamentary committees** through specialised and tailored research, analysis and information on the implementation, enforcement and effectiveness of EU policy or law.

The unit supported the work of parliamentary committees by producing **six European implementation assessments (EIAs) and four other in-depth ex-post evaluations** to underpin their own-initiative implementation reports.

### **European implementation assessments**

- A European implementation assessment on the **Association agreement between the EU and Georgia** (update), drafted at request of the European Parliament's Committee on Foreign Affairs (AFET), provides background on the Association Agreement (AA) between the European Union (EU) and Georgia and presents the main findings and recommendations deriving from the high-level EU meetings and reports on the implementation of the agreement – and on the situation in Georgia. It also provides an overview of past and future EU programmes benefiting Georgia, which aim to support progress on the AA and are conditional on the fulfilment of the provisions stated in the agreement. The study also evaluates the implementation of the EU-Georgia AA, from the time of the previous report in April 2020 to this publication. This evaluation focuses particularly on: the fight against corruption, the reform of the judiciary, decentralisation, and human rights and fundamental freedoms. In addition, the study makes recommendations to the Parliament on possible future steps to improve the implementation of the agreement.
- The European Parliament is scrutinising the implementation of the school scheme with a report on the '**Implementation of the EU School scheme for fruit, vegetables and milk products: A mid-term review**' that was examined by its Committee on Agriculture and Rural Development (AGRI) in the autumn of 2022. The EIA produced by EPRS in support of the committee's work, shows that, despite a significant level of flexibility in terms of national-level implementation, schools and suppliers face a good deal of red tape, and this is seen as the main factor reducing the scheme's effectiveness. The EPRS findings were based partly on a purpose-made school survey. It collected more than 14 000 individual contributions from schools (including directors, teachers and parents) located in all Member States.
- **Peace and Security in 2022: EU Association agreements with Georgia, Moldova, and Ukraine – The roads to EU membership** was drafted as a contribution to the Normandy World Peace Forum taking place in September 2022. The paper provides the background on EU relations with Georgia, Moldova and Ukraine and analyses the most recent reforms achieved through



the implementation of the association agreements in each country, up to the date of their applications for membership. Through an overview of the requirements for accession and of the EU's experiences with enlargement, and within the new context of the reframing of the EU's relations with its neighbourhood, the paper assesses the potential steps each of these countries could take to advance on their roads to EU membership.

- The study on **EU Guidelines on Human Rights Defenders**, drafted at request of the European Parliament's Subcommittee on Human Rights (DROIT), examines the implementation of the European Union Guidelines on Human Rights Defenders, which constitute the policy framework and provide the operational means for protecting human rights activists in third countries. The first part of the study provides an institutional perspective of the implementation of the guidelines. It assesses the development of the EU framework to support human rights defenders, including EU Member States' emergency measures, and evaluates the coordination of such efforts. It also examines the European Parliament's support for human rights defenders and considers its impact on the EU's overall work on defender protection. The second part of the study evaluates the implementation of the guidelines from a bottom-up perspective. It provides an evidence-based analysis of how EU missions apply the guidelines in countries where rights and freedoms are particularly challenged for human rights defenders, and assesses when and why measures have not been applied. The study also addresses ways in which implementation gaps can be bridged and recommends possible measures and action that could be taken to ensure the protection of human rights defenders.
- This EIA on '**Implementation of the new European agenda for culture and of the EU strategy for international cultural relations**', drafted at request of the European Parliament's Committee on Culture and Education (CULT), provides an assessment of the implementation of the European agenda for culture and of the EU strategy for international cultural relations. It highlights achievements and shortcomings of EU cultural policies, so as to inform and support policy makers ahead of the adoption of the next Council work plan for culture and the potential future revision of the agenda and of the strategy.
- The European Parliament's Committee on Foreign Affairs (AFET) launched an own-initiative procedure on EU-Armenia relations and another on EU-Azerbaijan relations. To accompany its scrutiny work, Parliament's Committee on Foreign Affairs (AFET) requested the Ex-Post Evaluation Unit to prepare a European implementation assessment on the **implementation of the EU's Comprehensive and Enhanced Partnership Agreement (CEPA) with Armenia, and Partnership and Cooperation Agreement (PCA) with Azerbaijan**. This EIA provides an overview of the state of the implementation

of the EU's Comprehensive and Enhanced Partnership Agreement (CEPA) with Armenia, and Partnership and Cooperation Agreement (PCA) with Azerbaijan, of the EU's engagement with the countries within its European Neighbourhood Policy (ENP) and Eastern Partnership (EaP), of the European Parliament's role and positions taken on the matter.

### **Other ex-post evaluations**

In 2022, the unit provided a tailor-made ex-post evaluation for the Committee on Agriculture and Rural Development (AGRI) on the European Parliament's role in shaping the CAP, initially under the consultation procedure (until 2009) and, since the Lisbon Treaty, under the ordinary legislative procedure (OLP):

- **The common agricultural policy at 60:** A growing role and influence for the European Parliament.

In addition to the evaluations outlined above, the unit prepared **four implementation in action** briefings:

- Revision of the eIDAS Regulation: Findings on its implementation and application;
- Violence against women and domestic violence: The new Commission proposal in light of European Parliament requests;
- Transposition of the 2018 Audiovisual Media Services Directive;
- European Commission work programme for 2023.

These categories of publication resulted in several presentations by the unit to various parliamentary committees and other EU institutions. The unit also continued to seek to communicate and engage in broader outreach with think tanks, academic bodies and other external partners in the field of ex-post evaluation.

The unit meanwhile produced **20 implementation appraisals**, to assist parliamentary committees in their work and to strengthen the institutional capacity for scrutiny and oversight. With an average length of 12 pages, these appraisals analysed the implementation, application and effectiveness of existing EU legislation that the Commission had announced would be subject to an amending proposal to update the current text. These appraisals covered:

- Rights of third-country nationals who are long-term residents in the EU - Directive 2003/109/EC;
- Revision of Regulation (EC) 1005/2009 on substances depleting the ozone layer;
- Construction products Regulation: Revision of Regulation (EU) No 305/2011;

- Revision of the Industrial Emissions Directive and update of the European Pollutant Release and Transfer Register (E-PRTR);
- Single permit for third-country nationals to reside and work in the EU - Directive 2011/98/EU;
- Revision of the Ecodesign Directive;
- Review of Directive 2002/65/EC on distance marketing of consumer financial services;
- Towards a new regulatory framework for European population statistics;
- Review of the Regulation on fluorinated greenhouse gases;
- Rules on export and import authorisations and transit measures for firearms: Regulation (EU) No 258/2012;
- Revision of Directive 98/71/EC on the legal protection of designs and of Regulation (EC) No 6/2002 on Community designs;
- Revision of Directive 2014/42/EU on the freezing and confiscation of the proceeds of crime and proposal for a new directive on asset recovery offices;
- Revision of the EU legislation on blood, tissues and cells;
- Revision of Directive 2009/128/EC on the sustainable use of pesticides;
- Revision of Directive 2009/148/EC on the protection of workers from risks related to the exposure of asbestos at work;
- Revision of the EU Ambient Air Quality Directives;
- Aligning the Product Liability Directive with the circular economy and emerging technologies: Revision of Directive 85/374/EEC;
- Revision of the urban waste water treatment directive;
- Revision of Directive 94/62/EC on Packaging and Packaging Waste;
- Revision of Council Directive 2004/82/EC of 29 April 2004 on the obligation of carriers to communicate passenger data.

### **Rolling checklists**

Reviews of existing legislation provide an evidence-based assessment of the performance of policies and legislation. Review findings support political decision-making and inform the design of possible future revisions. The systematic review of legislation has become a key policy-making tool at EU level, most notably in the

context of the EU's better regulation agenda. In 2022 the Ex-Post Evaluation Unit provided two rolling checklists on review clauses in EU legislation:

- **Review clauses in EU legislation adopted during the eighth Parliamentary term (2014-2019);**
- **Review clauses in EU legislation adopted during the first half of the ninth parliamentary term (2019-2024).**

In collaboration with the Inter-institutional Relations Unit in DG PRES, the Ex-Post Evaluation Unit provides a **rolling checklist of the European Commission's follow-up to European Parliament requests**. This work seeks to present a comprehensive overview of non-legislative resolutions adopted by the Parliament between July 2019 and December 2021 on the basis of own-initiative reports, in the light of the response provided by the Commission, the subsequent follow-up documents and related actions undertaken by the Commission, up to 31 January 2022. The publication was part of Parliament's Strategic Execution Framework (2019-2021) and the next edition of this publication will be provided in the end of the ninth legislative term. This project is consistent with the exercise launched by the Conference of the Committee Chairs, on the monitoring of Parliament's legislative initiatives and their follow-up by the Commission, following the commitment made by President of the European Commission to support a stronger right of initiative for the Parliament and to submit proposals where Parliament adopts legislative initiatives.

As part of the process of enhancing the range of products and services offered to the parliamentary committees, and reflecting its client-oriented approach, the Ex-Post Evaluation Unit launched a pilot project with the Budgetary Control Committee (CONT) secretariat on targeted background documents on the European Court of Auditors' (ECA) special reports. As a result of this collaboration, the unit provided the CONT committee with: **Special reports of the European Court of Auditors: A rolling check-list of recent findings**.

## Publications

The following publications in the field of ex-post evaluation were produced between January and December 2022:

### European Implementation Assessments (6)

- [Association agreement between the EU and Georgia \(update\)](#), March 2022, PE 699.489
- [Implementation of the EU school scheme for fruit, vegetables and milk products: A mid-term review](#), July 2022, PE 730.339

- [Peace and Security in 2022: EU Association agreements with Georgia, Moldova, and Ukraine – The roads to EU membership](#), July 2022, PE 730.340
- [EU Guidelines on Human Rights Defenders](#), August 2022, PE 730.345
- [Implementation of the European agenda for culture and of the EU strategy for international cultural relations](#), September 2022, PE 734.663
- [The European Union's relations with Armenia and Azerbaijan](#), November 2022, PE 734.676

### **Implementation appraisals (20)**

- [Rights of third-country nationals who are long-term residents in the EU: Directive 2003/109/EC](#), February 2022, PE 699.469
- [Revision of Regulation \(EC\) 1005/2009 on substances depleting the ozone layer](#), March 2022, PE 699.490
- [Construction products Regulation: Revision of Regulation \(EU\) No 305/2011](#), March 2022, PE 694.295
- [Revision of the Industrial Emissions Directive and update of the European Pollutant Release and Transfer Register \(E-PRTR\)](#), March 2022, PE 699.497
- [Single permit for third-country nationals to reside and work in the EU - Directive 2011/98/EU](#), April 2022, PE 699.506
- [Revision of the Ecodesign Directive](#), April 2022, PE 699.502
- [Review of Directive 2002/65/EC on distance marketing of consumer financial services](#), May 2022, PE 699.505
- [Towards a new regulatory framework for European population statistics](#), May 2022, PE 730.309
- [Review of the Regulation on fluorinated greenhouse gases](#), May 2022, PE 730.323
- [Rules on export and import authorisations and transit measures for firearms](#), May 2022, PE 699.507
- [Revision of Directive 98/71/EC on the legal protection of designs and of Regulation \(EC\) 6/2002 on Community designs](#), May 2022, PE 730.318
- [Revision of Directive 2014/42/EU on the freezing and confiscation of the proceeds of crime and proposal for a new directive on asset recovery offices](#), May 2022, PE 730.331
- [Revision of the EU legislation on blood, tissues and cells](#), June 2022, PE 699.492
- [Revision of Directive 2009/128/EC on the sustainable use of pesticides](#), September 2022, PE 730.353

- [Revision of Directive 2009/148/EC on the protection of workers from risks related to the exposure of asbestos at work](#), September 2022, PE 730.352
- [Revision of the EU Ambient Air Quality Directives](#), October 2022, PE 734.679
- [Aligning the Product Liability Directive with the circular economy and emerging technologies: Revision of Directive 85/374/EEC](#), October 2022, PE 734.683
- [Revision of the urban waste water treatment Directive](#), October 2022, PE 734.684
- [Revision of Directive 94/62/EC on Packaging and Packaging Waste](#), December 2022, PE 734.698
- [Revision of Council Directive 2004/82/EC of 29 April 2004 on the obligation of carriers to communicate passenger data](#), December 2022, PE 734.699

### **Other ex-post evaluations (1)**

- [The common agricultural policy at 60: A growing role and influence for the European Parliament](#), October 2022, PE 734.678<sup>18</sup>

### **Implementation in action (4)**

- [Revision of the eIDAS Regulation: Findings on its implementation and application](#), March 2022, PE 699.491
- [Violence against women and domestic violence: The new Commission proposal in light of European Parliament requests](#), June 2022, PE 730.329
- [Transposition of the 2018 Audiovisual Media Services Directive](#), October 2022, PE 730.354
- [European Commission work programme for 2023](#), November 2022, PE 734.669<sup>19</sup>

### **Rolling checklists (4)**

- [Review clauses in EU legislation adopted during the eighth Parliamentary term \(2014-2019\) – A Rolling Check-List](#), March 2022, PE 699.471
- [European Commission follow-up to European Parliament requests 2019 – 2021](#), May 2022, PE 699.498
- [Review clauses in EU legislation adopted during the first half of the ninth parliamentary term \(2019-2024\) – A Rolling Check-List](#), October 2022, PE 734.675

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<sup>18</sup> External study only.

<sup>19</sup> Jointly with the Ex-Ante Impact Assessment Unit.

- [Special Reports of the European Court of Auditors – A Rolling Check-list of recent findings](#), December 2022, PE 734.700

Each of these publications can be accessed by clicking on the **hyperlinks** above (in the electronic version of this Activity Report) or on-line on the European Parliament's [Think Tank](#) website

## 5. Wider horizontal support

In addition to the various specific products and services described above – which are provided by the Directorate for Impact Assessment and European Added Value to support parliamentary committees in their role in providing scrutiny and oversight of the executive – Members and committees can also draw upon a series of horizontal analytical publications prepared for use in the Parliament as a whole.

### Scrutiny throughout the policy cycle

The **Ex-Post Evaluation Unit** acts as a central information and analysis centre for work at all points in the policy cycle. During 2022 it worked on the digitalisation of a series of rolling check-lists that bring together in a simple and accessible form a large amount of otherwise disparate or complex material. (This is known as the 'Perform' database).

These check-lists provide an overview of review clauses (provisions for a review, an evaluation or an implementation report) contained in EU legislation since the sixth parliamentary term, as well as an overview of the review and monitoring clauses, sunset clauses and management and implementation clauses contained in bilateral and multilateral international agreements concluded between the EU and third countries that are currently in force.

After a pilot phase with selected committee secretariats, the Perform database will be rolled out to the entire European Parliament in 2023.

PERFORM database (pilot):

<http://www.eprs.ep.parl.union.eu/eprs/auth/en/1333.html>

In addition, the Ex-Post Evaluation Unit and the Inter-Institutional Relations Unit of DG Presidency are working together on a project on enhanced knowledge and awareness of interinstitutional agreements (IIAs) in force. The aim of this project is to provide Members and staff of Parliament with an effective 'scrutiny tool' for IIAs of the past and a useful 'construction tool' for IIAs of the future.

### Scrutiny of the European Council

In order to support Members and committees in their role of overseeing and scrutinising the executive, the **European Council Oversight Unit** (ECOS) monitors and analyses the delivery by the European Council (EU heads of state or government) on commitments made in the conclusions of its summit meetings, as well as in respect to various responsibilities either in law or on the basis of intergovernmental agreements. The unit's publications include:



- **A rolling check-list of European Council conclusions:** published regularly since 2014, this rolling check-list is the core product of the ECOS unit. The European Council conclusions are recorded by policy area, thus reflecting the priorities set by EU leaders in their 2019-2024 strategic agenda. The publication indicates the follow-up given to calls for action and the degree of implementation thereof. It also offers an introductory analysis for each policy area, explaining the European Council's main positions and the follow-up given to them, as well as challenges ahead. The printed edition, which was updated three times in 2022, outlines policy pronouncements of the EU Heads of State or Governments throughout the current institutional cycle, namely since 2019. Commitments made in the previous institutional cycle starting in 2014 are recorded in the European Council database. This digital tool has been made accessible to certain European Parliament services on a pilot project basis and will be open to all MEPs and the Parliament's services in spring 2023.
- **Key issues in the European Council:** along with the rolling check-list, the unit produces an overview of developments structured along 12 policy fields and corresponding to main priorities defined by the European Council in its 2019-24 strategic agenda. The ['Key issues in the European Council: State of play'](#) was updated twice in 2022. Jointly, the 'rolling check-list' and the 'key issues' provide a broad insight into the European Council's activities over time.
- **Outlook and outcome of European Council meetings:** the unit also prepares briefing notes in advance of, and following each European Council meeting. The 'outlook' briefings are accompanied by an 'at a glance' note on the current membership of the European Council (four in 2022), which includes the political affiliation of EU Heads of State or Government at European level. In 2022, the unit produced 15 outlook and outcome briefings (six of the former and nine of the latter), regarding both regular quarterly European Council meetings and special/informal meetings of Heads of State or Government. It notably reported on i) the informal meeting of 17-18 February 2022 called to discuss the Russia-Ukraine crisis, ii) the special European Council meeting of 24 February 2022 following Russia's invasion of Ukraine, at which EU leaders delivered a message of unity and determination, acknowledging 'the European aspirations and the European choice of Ukraine' and reiterating the EU's support to the territorial integrity of the country, iii) the informal European Council meeting of 10-11 March 2022 in Versailles, where EU leaders adopted a declaration condemning the 'unprovoked and unjustified' Russian military aggression against Ukraine and set strategic guidelines for security and defence, energy and the economy. The unit also reported on the special European Council summit of 30-31 May, which dealt with security and defence, energy and food security, as well as on the informal meetings of Heads of State or Government of 6-7 October in Prague, which was preceded by the inaugural meeting of the European Political Community (EPC).

- **Annual report on European Council activities:** to complement its series of standard publications, the unit also commissions an annual report on European Council activity, which is outsourced to a senior academic. The first study produced in 2022 was entitled 'The European Council in 2020: Overview of dynamics, discussions and decisions'. This study provides a detailed analysis of the management by the European Council of the coronavirus crisis, as well the way it addressed the immense challenge of socio-economic recovery, in particular through negotiations on an ambitious recovery fund linked to the new multiannual financial framework (MFF). In 2022, the ECOS unit also worked on the annual report for 2021, which was finalised in December and then published in January 2023.
- **Institutional and subject-specific analysis:** in addition to recurrent publications, the unit carries out research on the activities of the European Council in specific policy areas, as well as in its role as a political institution. In 2022, it closely looked at the [role of the European Council President, and notably at Charles Michel's term in office. It also analysed the interaction between European political parties and the European Council, including pre-summit dynamics](#). On the external relations side, the unit looked into relations between the EU and the Western Balkans; and, in connexion with Russia's war of aggression against Ukraine, it provided an overview of the progress made by EU leaders in developing European defence cooperation as well as a briefing on discussions held on food security at European Council level in recent decades.
- 'This is Europe' debates and the future of Europe: in connection with the 'This is Europe' initiative proposed by the President of the European Parliament, Roberta Metsola, and consisting of a series of debates with EU leaders to discuss their visions for the future of the European Union, the ECOS unit has analysed all the speeches of EU-leaders held in European Parliament plenary sessions during 2022. These short papers notably list the main topics raised and suggested priorities for action. In relation to the Conference on the Future of Europe (CoFoE), the unit also carried out a broader analysis comparing the 49 proposals made by the CoFoE with the European Council's 2019-2024 Strategic Agenda, as well as with subsequent conclusions of the European Council. It identified areas of convergence and differences, as well as 'blank spots', thereby locating the potential common ground for (inter)institutional follow-up to the CoFoE.

## Publications

### Rolling checklist of European Council conclusions and key issues (5)

- [European Council conclusions: A rolling check-list of commitments to date](#), January 2022, PE 699.458

- [European Council conclusions: A rolling check-list of commitments to date, May 2022](#), PE 730.310
- [European Council conclusions: A rolling check-list of commitments to date, October 2022](#), PE 734.673
- [Key issues in the European Council – State of play in May 2022](#), May 2022, PE 730.319
- [Key issues in the European Council – State of play in December 2022](#), PE 734.695

#### **European Council in action (8)**

- [Role and election of the President of the European Council: Frequently Asked Questions \(FAQ\)](#), March 2022, PE 699.478
- [Charles Michel as President of the European Council](#), March 2022, PE 699.481
- [The European Council in 2020: Overview of dynamics, discussions and decisions](#), April 2022, PE 699.472
- [European political parties and the European Council: A pattern of ever closer coordination?](#), April 2022, PE 699.476
- [The European Council and defence cooperation: overview of debates and way forward](#), May 2022, PE 699.501
- [EU-Western Balkans leaders' meeting on 23 June 2022](#), June 2022, PE 730.338
- [European Council: facts and figures \(update\), June 2022](#), PE 699.494
- [Food security on the agenda of the European Council](#), September 2022, PE 734.672

#### **Pre-European Council briefings (10)**

- [Outlook of the meetings of EU leaders, 24-25 March 2022](#), March 2022, PE 699.500
- Current Membership of the European Council, March 2022, PE 608.781
- [Outlook of the European Council meeting of 30-31 May 2022](#), May 2022, PE 730.321
- [Outlook for the European Council meeting of 23-24 June 2022, June 2022](#), PE 730.336
- Current Membership of the European Council – June 2022, June 2022, PE 608.781
- [Outlook for the meetings of the EU leaders in Prague on 6 and 7 October 2022](#), May 2022, PE 734.670
- [Outlook for the European Council meeting of 20-21 October 2022](#), October 2022, PE 743.680;
- Current membership of the European Council, October 2022, PE 608.781

- [Outlook for the European Council meeting of 15 December 2022](#), PE 734.705
- [Current membership of the European Council – December 2022](#), PE 608.781

#### **Post-European Council briefings (9)**

- [Outcome of the meetings of EU leaders on 17-18 February 2022](#), February 2022, PE 699.485
- [Outcome of the special European Council meeting of 24 February 2022](#), February 2022, PE 699.488
- [Outcome of the informal meeting of the European Council in Versailles on 10-11 March 2022](#), March 2022, PE 699.496
- [Outcome of the meetings of EU leaders, 24-25 March 2022](#), March 2022, PE 699.500
- [Outcome of the European Council meeting of 30-31 May 2022](#), June 2022, PE 730.321
- [Outcome of the European Council meeting of 23-24 June 2022](#), June 2022, PE 730.343
- [Outcome for the informal meeting of heads of state or Government of 6-7 October 2022](#), October 2022, PE 734.671
- [Outcome for the European Council meeting of 20-21 October 2022](#), October 2022, PE 743.681
- [Outcome for the European Council meeting of 15 December 2022](#), December 2022, PE 734.706

#### **'This is Europe' debate and Conference on the Future of Europe (7)**

- [The Conference on the Future of Europe and the European Council: How far is there a shared policy agenda for the future?](#), June 2022, PE 730.325
- ['This is Europe' debate in the European Parliament: Speech by Mario Draghi, Prime Minister of Italy, 3 May 2022](#), May 2022, PE 730.324
- ['This is Europe' debate in the European Parliament: Speech by Micheál Martin, Taoiseach of Ireland, 8 June 2022](#), June 2022, PE 730.334
- ['This is Europe' debate in the European Parliament: Speech by Andrej Plenković, Prime Minister of Croatia, 22 June 2022](#), June 2022, PE 730.344
- ['This is Europe' debate in the European Parliament: Speech by Kyriakos Mitsotakis, Prime Minister of Greece, on 5 July 2022](#), June 2022, PE 730.349

- ['This is Europe' debate in the European Parliament: Speech by the Prime Minister of Finland, Sanna Marin, September 2022](#), PE 734.664
- ['This is Europe' debate in the European Parliament: Speech by Robert Golob, Prime Minister of Slovenia, on 13 December 2022](#), PE 734.704

Each of these publications can be accessed by clicking on the **hyperlinks** above (in the electronic version of this Activity Report) or on-line on the European Parliament's [Think Tank](#) website.

# 6. Selected publications from January to December 2022

## Ex-ante impact assessment



## European added value







## Ex-post evaluation







## Annex:

# European Parliament Impact Assessment Handbook

12 September 2017

## CONFERENCE OF COMMITTEE CHAIRS

# Impact Assessment Handbook<sup>20</sup>

## Guidelines for Committees

### I. Preliminary considerations

1. The European Parliament shares with the Council and Commission the determination to and responsibility for improving the quality of legislation applicable throughout the Union. The Interinstitutional Agreement on Better Law-Making<sup>21</sup>, which enshrines that joint commitment, identifies impact assessment as one of the tools which can help the institutions reach well informed decisions and achieve the goal of high-quality, clear, simple and effective legislation.

For the purpose of this Handbook, impact assessments are deemed to be ex-ante analyses of the likely or foreseeable effects of draft EU legislation or policies proposed for adoption at European Union level, as defined in the Interinstitutional Agreement on Better Law-Making<sup>22</sup>.

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<sup>20</sup> The arrangements for the oversight and coordination of impact assessment work within the Parliament were defined by the Conference of Presidents on 15 November 2012 (PV CPG 15.11.2012 PE 499.457/CPG). Administrative support is provided by the Ex-Ante Impact Assessment Unit of the Directorate for Impact Assessment and European Added Value, which works in close cooperation with the Parliament's committee secretariats, policy departments and other horizontal services.

<sup>21</sup> Official Journal, 12:05:16 (2016/L 123).

<sup>22</sup> Article 12.

2. In that connection, Parliament has given two undertakings, reiterated in a number of resolutions<sup>23</sup> and enshrined in the Interinstitutional Agreement on Better Law-Making<sup>24</sup>:

- to take full account of the Commission's impact assessments;
- to carry out impact assessments on its own substantial amendments when it regards it as appropriate and necessary for the legislative process.

3. In practical terms, the three institutions have included in the Interinstitutional agreement on Better Law-Making a specific section on impact assessment<sup>25</sup>, which clarifies their respective roles and lays down a number of basic rules to govern the conduct of their use of this tool

### **What is an ex-ante impact assessment?**

Under the terms of the Interinstitutional Agreement, impact assessments 'should cover the existence, scale and consequences of a problem and the question whether or not Union action is needed. They should map out alternative solutions and, where possible, potential short and long-term costs and benefits, assessing the economic, environmental and social impacts in an integrated and balanced way and using both qualitative and quantitative analyses. The principles of subsidiarity and proportionality should be fully respected, as should fundamental rights. Impact assessments should also address, whenever possible, the "cost of non-Europe" and the impact on competitiveness and the administrative burdens of the different options, having particular regard to SMEs ("Think Small First"), digital aspects and territorial impact'<sup>26</sup>.

The objective is to identify systematically the evidence which can be used to assess the potential impact of a series of political options with a view to comparing their respective advantages and drawbacks.

4. An impact assessment is a tool to aid decision and policy-making in the three institutions. It is in no sense a substitute for political decisions within the democratic decision-making process.

5. Impact assessments form an integral part of the process of shaping Union policies, without prejudice to the role conferred on each institution in the decision-making process and in keeping with their respective institutional roles and responsibilities.

<sup>23</sup> Resolution on guaranteeing independent impact assessments (2010/2016(INI)) – Rapporteur: Angelika NIEBLER, 8 June 2011 and resolutions cited therein; Resolution on the 18th report on Better legislation – Application of the principles of subsidiarity and proportionality (2010) (2011/2276(INI)) – Rapporteur: Sajjad KARIM, 13 September 2012; Resolution on EU Regulatory Fitness and Subsidiarity and Proportionality – 19th report on Better Lawmaking covering the year 2011 (2013/2077(INI)) – Rapporteur: Sajjad KARIM, 4 February 2014; Resolution on the revision of the Commission's impact assessment guidelines and the role of the SME test (2014/2967(RSP)) – 27 November 2014; Resolution on the Annual reports 2012-2013 on subsidiarity and proportionality (2014/2252(INI)) – Rapporteur: Sajjad KARIM, 12 April 2016; Resolution on Regulatory Fitness and Performance Programme (REFIT): State of Play and Outlook (2014/2150(INI)) – Rapporteur: Sylvia-Yvonne KAUFMANN, 12 April 2016.

<sup>24</sup> Articles 14 and 15.

<sup>25</sup> Articles 12 to 18 of the Interinstitutional Agreement on Better Law-Making

<sup>26</sup> Article 12.

6. Impact assessments must not lead to undue delays in the law-making process or prejudice the co-legislators' capacity to propose amendments.

### **Why is a practical guide to impact assessments needed?**

The purpose of this guide is to help the parliamentary committees deal with impact assessments, in keeping with the undertakings given by Parliament. In that connection:

- it sets out the main principles governing impact assessments as also outlined in article 12 of the Interinstitutional Agreement on Better Law-Making<sup>27</sup>;
- it brings together in one document details of the best practices tested in the committees and sets out some practical criteria so that the committees can enjoy the benefits of impact assessments in the context of negotiations under the ordinary legislative procedure;
- it seeks to improve the degree of consistency in the way that the parliamentary committees deal with impact assessments.

This Handbook is intended to be used flexibly by the committees.

## **II. Criteria for assessing and using Commission impact assessments**

7. In keeping with its inter-institutional undertakings, Parliament, 'upon considering Commission legislative proposals, will take full account of the Commission's impact assessments'<sup>28</sup>.

### **EP-Commission Framework Agreement**

The EP-Commission Framework Agreement<sup>29</sup> commits the Commission to ensure that its impact assessments are conducted under its responsibility by means of a transparent procedure which guarantees an independent assessment. Impact assessments shall be published in due time, taking into consideration a number of different scenarios, including a 'do nothing' option, and shall in principle be presented to the relevant parliamentary committee during the phase of the provision of information to national parliaments under TFEU Protocols 1 and 2.

8. The parliamentary committees may draw on the assistance of the Parliament's Ex-Ante Impact Assessment Unit, with a view to assessing the quality, methodology and the

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<sup>27</sup> Reference may also be made to the Commission's Better Regulation Guidelines SWD (2017) 350 and the Council Guide to dealing with impact assessments Document 9790/16 of 9 June 2016.

<sup>28</sup> Article 14 of the Interinstitutional Agreement on Better Law-Making.

<sup>29</sup> OJ L 304, 20.11.2010, p. 47.

independence of the impact assessments provided by the Commission and their relevance for Parliament's work.

9. The road-maps and inception impact assessments accompanying the Commission's Work Programme are screened by the Ex-Ante Impact Assessment Unit to check which legislative proposals will be accompanied by impact assessments. When a Commission proposal is referred to a parliamentary committee, the Unit checks whether it is duly accompanied by an impact assessment and routinely provides an initial appraisal of the strengths and weaknesses of the impact assessment in question. This initial appraisal provides an overview of the Commission's impact assessment and analyses whether the principal criteria laid down in the Commission's own Better Regulation Guidelines, as well as additional factors identified by the Parliament in this Handbook, appear to be met by the Commission impact assessment.

### **When should a proposal be accompanied by an impact assessment?**

According to the Interinstitutional Agreement on Better Law-Making 'initiatives included in the Commission Work Programme or in the joint declaration<sup>30</sup> will, as a general rule, be accompanied by an impact assessment'.<sup>31</sup>

The Commission's Better Regulation Guidelines<sup>32</sup> state that:

An IA is required for Commission initiatives that are likely to have significant economic, environmental or social impacts.

Provided that the above conditions are fulfilled, impact assessments should be carried out for:

- both legislative and non-legislative initiatives, as well as
- delegated acts and implementing measures, taking into account the principle of proportionate analysis.

10. If a proposal likely to have a substantial impact<sup>33</sup> is not accompanied by an impact assessment, the committee responsible, on the basis of a decision by the coordinators, may, with or without suspending consideration of the proposal in question:

- ask the Commission to provide an impact assessment, or,
- ask the Ex-Ante Impact Assessment Unit to carry out or commission the Parliament's own impact assessment of the proposal in question.

<sup>30</sup> The joint declaration referred to here is the joint declaration on interinstitutional programming mentioned in Article 7 of the Interinstitutional Agreement, which follows the adoption of the Commission Work Programme.

<sup>31</sup> The Commission's Better Regulation Guidelines require Commission impact assessments to be accompanied by a two-page executive summary translated into all the official languages.

<sup>32</sup> Better Regulation Guidelines (SWD (2017) 350 final), p. 15. See also Tool 9 on when an impact assessment is necessary for more detail.

<sup>33</sup> For example, a proposal not included in the Commission Work Programme or a regulatory or implementing act.

There must be broad political support for these decisions.

11. In keeping with Parliament's calls that all Commission proposals should be accompanied by an impact assessment, the impact assessment is considered with a view to assessing its relevance for the ongoing work in committee. With that aim in view, a committee, on the basis of a decision by the coordinators, may ask the Ex-Ante Impact Assessment Unit to:

- provide a detailed appraisal of the quality and independence of the Commission's impact assessment;
- assist the committee in organising a specific meeting, with the participation, where appropriate, of external experts, to ask the Commission to present its analysis and submit to it any requests for clarification.

If such a request is made by a committee other than a committee responsible, that request is to be made in agreement with the committee(s) responsible.

There must be broad political support for these decisions.

The appraisal mentioned above, in this point, are drawn up by the Ex-Ante Impact Assessment Unit or, where necessary, commissioned from external experts. The scope of the assignment is to be defined by the requesting committee itself.

12. The initial appraisal mentioned in point 9, and the detailed appraisal mentioned in point 11, must enable the committee to determine whether the impact assessment will facilitate consideration of the substance of the proposal in full knowledge of the facts and whether the impact assessment meets, firstly, the standards which the Commission has laid down in its internal guidelines (cf. Annex I), and, secondly, the quality criteria which Parliament has defined in its resolutions.

Parliamentary committees may invite the Commission to present its impact assessment in a full committee meeting (as foreseen in Paragraph 42 of the Framework Agreement between the European Parliament and the Commission<sup>34</sup>) or, where appropriate, in a separate meeting agreed by coordinators, in order to explain its analysis and methodology, and respond to any criticisms or apparent shortcomings so far identified.

Whenever the Commission is invited to present its impact assessment, the Ex-Ante Impact Assessment Unit may also be invited to present, where possible, its initial appraisal or other work it produced in relation to that impact assessment.

#### **What quality criteria apply to impact assessments?**

The Commission's proposals - and by definition the impact assessments accompanying them - must respect Treaty obligations in respect of (inter alia):

- fundamental rights, including the Charter of Fundamental Rights, non-discrimination and European citizenship (Article 6 TEU and Articles 10 and 18 TFEU);
- requirements of the MFF and budgetary procedures (Article 310(4) TFEU);
- the precautionary principle (Article 191(1) TFEU);

<sup>34</sup> Official Journal, 20:11:10 (2010/L304)

- the potential costs owing to the lack of action in the field of environmental policy (Article 191(3) TFEU);
- requirements linked to the promotion of a high level of employment, the guarantee of adequate social protection, the fight against social exclusion, and a high level of education, training and protection of human health (Article 9 TFEU);
- the conditions necessary for the competitiveness of the Union's industry (Article 173 TFEU);
- impact on developing countries (Article 208 TFEU).

Further requirements laid down by Parliament include:

- transparent and targeted public consultations, involving regional and local authorities;
- a rigorous, objective and exhaustive approach;
- an adequate choice of strategic scenarios and options (including the option of taking no action);
- proper justification of the options selected in the light of the principles of subsidiarity and proportionality;
- a balanced analysis of the impact on the economic, social and environmental pillars and on public health;
- more detailed consultations with stakeholders before impact assessments are prepared to offset any lack of methodology or data.
- consideration of other assessment criteria, such as:
  - impacts outside the Union, including on international trade;
  - impact on the four freedoms of the internal market ('Single market test');
  - impact on SMEs and micro-enterprises (SME test);
  - regional and local impacts;
  - impact in terms of administrative burdens,
  - the objective of effective application in the Member States,
  - as far as possible, qualitative criteria, such as the impact on vulnerable social groups (social benchmarking), gender equality;

13. If the Commission's methodology and reasoning fail to meet these criteria or reveal shortcomings, the committee responsible, on the basis of a decision by the coordinators, may ask the Commission to revise its original impact assessment with a view to analysing certain aspects or policy options in greater detail or complementing or updating the analysis of certain aspects<sup>35</sup>. There must be broad political support for this decision.

14. Alternatively or in parallel to the procedure in point 13, the committee(s) responsible, on the basis of a decision by the coordinators, may ask the Ex-Ante Impact Assessment Unit to undertake or commission the Parliament's own complementary or substitute impact assessment of the aspects dealt with inadequately or not at all in the Commission's original impact assessment. There must be broad political support for this decision. The terms of reference for such impact assessment work are defined, in each case, by the committee itself.

<sup>35</sup> Article 16 of the IIA on Better Law-Making: 'The Commission may, on its own initiative or upon invitation of the European Parliament or the Council, complement its own impact assessment or undertake other analytical work it considers necessary'.

### III. Criteria for analysing the impact of *substantial* Parliament amendments

15. When it regards it as appropriate and necessary to the legislative process, Parliament carries out impact assessments of its substantial amendments, without in any way undermining its ability to adopt such amendments. There must be broad political support for this decision.

#### **What is the definition of a *substantial* amendment?**

The Interinstitutional Agreement on Better Law-Making states in Article 15 that 'the definition of a 'substantial' amendment should be for the respective Institution to determine.' It is difficult to provide a definition of 'substantial' which is valid across the board - it is an assessment which must be made on a case-by-case basis.

16. It is up to the parliamentary committee(s) responsible to determine whether one or more of the amendments tabled during its consideration of a Commission proposal is 'substantial' and, if appropriate, whether it or they should be the subject of an impact assessment. The terms of reference for impact assessments on such amendments are defined, in each case, by the committee itself.

17. The committee responsible, on the basis of a decision by the coordinators, may request an impact assessment of one or more specific substantial amendments<sup>36</sup>. There must be broad political support for that decision.

18. The associated committees involved, pursuant to the procedure under Rule 54, may, on the same basis, carry out impact assessments of the substantial amendments which fall within their spheres of responsibility, provided that this is compatible with the procedural timetable agreed with the committee responsible.

In the case of a procedure with Joint Committee Meetings, under Rule 55, decisions concerning the carrying out of impact assessments on substantial amendments are taken jointly by the committees concerned.

19. Impact assessments can be carried out at any stage of the legislative procedure, taking account of the time constraints specific to each reading, and provided that they do not unduly delay the legislative process.

20. As a rule, the committee responsible tries to identify substantial amendments likely to be the subject of an impact assessment before they are adopted in committee. However, it may regard it as more appropriate to carry out the impact assessment at a later date:

- prior to the vote in plenary, if that is possible, in particular in connection with a procedure with associated committees,
- after the vote in plenary.

There must be broad political support for this decision.

<sup>36</sup> Taking account of the deadlines and the procedures required to meet such requests.

**At what stage of the legislative procedure should an impact assessment of a substantial amendment be carried out?**

The Inter-Institutional Agreement on Better Law-Making does not stipulate at which stage an impact assessment of a substantial amendment should be carried out. In practice, the parliamentary committees have had impact assessments of substantial amendments carried out at first reading, second reading and conciliation stage, and they may do so at any stage of an inter-institutional negotiation on a legislative proposal.

21. The task of carrying out impact assessments of substantial Parliament amendments is conferred on external experts.
22. The decision by the committee responsible to request an impact assessment on substantial amendments is forwarded to the Ex-Ante Impact Assessment Unit, which selects external experts, in keeping with the provisions of the Financial Regulation, EU law on public contracts and the Parliament's own internal procurement rules, in a way that ensures that the experts are as independent and objective as possible and the procedure for selecting them is as transparent as possible.
23. In methodological terms, in accordance with Article 15 of the Interinstitutional Agreement on Better Law-Making, impact assessments of substantial amendments take, as a general rule, the Commission's impact assessment as their starting point. As far as possible, the impact assessment is structured in such a way as to facilitate comparisons with the Commission text, although without duplicating the Commission's work.
24. It follows from Article 17 of the Interinstitutional Agreement on Better Law-Making, that, in keeping with a spirit of sincere cooperation, the Commission is expected to assist Parliament in its work by making available to it details of any specific methodology used in preparing an impact assessment (economic modelling, cost-benefit and/or cost-effectiveness analysis) and forwarding the data employed.
25. Impact assessments of substantial Parliament amendments are made available in the language requested by the Committee. At the request of the coordinators, a summary may be translated into the language of the rapporteur and/or into no more than three working languages.

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26. Parliamentary committees should take account of the deadlines and procedures required to meet their requests for impact assessment work<sup>37</sup> and allow in their work timetable sufficient time for the completion of the requested impact assessment work and for its due consideration by the requesting committee.

27. Parliamentary committees which ask for impact assessment work to be drawn up should inform any other committees to which the performance and results of the analyses requested might be of interest.

28. The Ex-Ante Impact Assessment Unit is responsible for monitoring and ensuring that impact assessment-related work performed by external experts is consistent with Parliament's quality criteria.

29. Impact assessment-related work referred to in this Handbook is published on Parliament's Internet site, in line with Article 18 of the Interinstitutional Agreement on Better Law-Making, unless a duly justified decision to the contrary is taken by the committee responsible.

30. In accordance with Article 17 of the Interinstitutional Agreement on Better Law-Making, the three institutions will, on a regular basis, cooperate by exchanging information on best practice and methodologies relating to impact assessments, enabling each Institution to further improve its own methodology and procedures and the coherence of the overall impact assessment work.

31. Parliament endeavours to keep the Council and Commission informed, regularly and in good time, about on-going impact assessment work.

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<sup>37</sup> Apart from impact assessment work referred to in this Handbook, parliamentary committees may ask the Ex-Ante Impact Assessment Unit to produce other work related to impact assessment according to specific needs. The modalities for the performance of such work are to be agreed on an ad hoc basis between the committee responsible and the Ex-Ante Impact Assessment Unit.

## ANNEX

### Assessment sheet concerning the key components of an impact assessment

The Commission<sup>38</sup> has developed a standard format for its impact assessments (hereinafter IA) which identifies the key stages in the procedure and the questions to which the IA must provide a clear, precise answer. This annex is based on it.

#### General requirements for the main IA report

- Is the main IA report a self-standing document written using non-technical language with non-expert readers in mind? Does the IA meet the benchmark length of 30 to 40 pages (excluding annexes but including tables and figures)?
- Are underlying data, statistics, information, expert contributions and stakeholder views all referenced, particularly where choices are made or conclusions are made based on them?
- Is consultation of interested parties integrated throughout the text of the IA? A compulsory annex on stakeholder consultation must be included in the impact assessment report. Questions to be answered include:
  - Have the Commission's relevant minimum standards<sup>39</sup> been observed? If not, why not?
  - Which stakeholders have been consulted?
  - How, at what stage in the IA process were they consulted (transparency, minimum deadline of 12 weeks for online public consultation, minimum time-limit for reply)?
  - What are the main results of the consultations and how have they been taken into account?

#### Detailed structure and content of the main IA report

##### 1. What is the problem and why is it a problem?

- What is the issue or problem that may require action? What is the size of the problem?
- Why is it a problem? What are the main drivers?
- Who is affected by the problem, in what ways, and to what extent? Whose behaviour would have to change to improve the situation?
- What is the EU dimension of the problem?
- How would the problem evolve, all things being equal?
- Has any fitness check/retrospective evaluation been carried out of the existing policy framework? What was concluded from the evaluation/fitness check?

##### 2. Why should the EU act?

- Does the EU have the right to act?

<sup>38</sup> SWD (2017)350. [Commission's Better Regulation Toolbox, tool 12 on the 'Format of the IA report'](#)

<sup>39</sup> General principles and minimum standards for consultation of interested parties (COM(2002)704), complemented by COM(2012) 746 and accompanying SWD(2012) 422 and by COM(2014) 368

<ul style="list-style-type: none"> <li>- Why could Member States not achieve the objectives of the proposed action sufficiently by themselves?</li> <li>- What would be the added-value of action at EU-level?</li> </ul>
<p>3. What should be achieved?</p> <ul style="list-style-type: none"> <li>- What are the general policy objectives? What are the more specific objectives?</li> <li>- How do they link to the problem? How do the objectives relate to each other, i.e. are there any synergies or trade-offs?</li> <li>- Are these objectives consistent with other EU policies and with the Charter for Fundamental Rights?</li> </ul>
<p>4. What are the various options to achieve the objectives?</p> <ul style="list-style-type: none"> <li>- What are the possible options for meeting the objectives and tackling the problem? Have all possible options been considered (including the option of changing nothing and a non-regulatory option, where appropriate)?</li> <li>- Which options have been discarded at an early stage and why?</li> <li>- Who would be targeted by the different policy options? Have different digital solutions been considered?</li> <li>- Has the Think Small Principle been applied? Are micro-SMEs a priori exempted from new regulations unless appropriately justified? Are 'lighter' regimes considered for SMEs generally?</li> </ul>
<p>5. What are the impacts of the different policy options and who will be affected?</p> <ul style="list-style-type: none"> <li>- What are the likely economic, social and environmental impacts of each of the short-listed options?</li> <li>- Are all impacts (positive and negative, direct and indirect, intended and unintended, including those outside the EU) listed?</li> <li>- Are impacts on SMEs assessed, as far as possible including quantitative estimates of administrative and compliance costs?</li> <li>- Are impacts on competitiveness assessed, in particular on the most affected businesses sectors?</li> <li>- Who would be affected (e.g. businesses, citizens, workers, consumers, public administrations, regions, third country actors) and how? Which actions/measures would those affected by the measure need to take to comply with the requirements (see also Annex 3)? Are uncertainties specified? In particular, how the estimated impact may be affected by changes in parameters?</li> <li>- Which impacts are likely to change over time and how?</li> <li>- What are the potential obstacles that might be encountered for an effective implementation of the option and compliance by Member States and targeted entities?</li> </ul>
<p>6. How do the options compare?</p> <ul style="list-style-type: none"> <li>- How do options compare, with regard to: <ul style="list-style-type: none"> <li>o The extent to which they would achieve the objectives (effectiveness)?</li> </ul> </li> </ul>

- Their respective key economic, social and environmental impacts and benefit/cost ratio, cost-effectiveness (efficiency), other means of ranking options such as multi-criteria analysis? And
- The coherence of each option with other EU policy objectives, including the Charter for Fundamental Rights, and with other policy initiatives and instruments (coherence)?
- What are the trade-offs and synergies associated with each option?
- What is the likely uncertainty in the key findings and conclusions? How these might affect the choice of preferred option?
- Which policy option is preferred and why? Alternatively, why no preferred option is presented?
- How do the options, and in particular the preferred one, conform to the principles of subsidiarity and proportionality, given the size and nature of the identified problem?

#### 7. How would actual impacts be monitored and evaluated?

- What should be monitored and evaluated and when? In particular:
  - What are the core monitoring indicators for the main policy objectives? What are the corresponding benchmarks against which progress will be evaluated?
  - Are monitoring arrangements in place from the outset? Are evaluations designed and scheduled in a way whereby the results can be used as input for future impact assessments?
  - For the preferred policy option:
    - Are operational objectives and the corresponding monitoring indicators identified?
    - What would be monitored and evaluated, by whom, and how will the results be used?

Annexes that must be included in the impact assessment report

Annex 1: Procedural information

Annex 2: Stakeholder consultation

Annex 3: Who is affected by the initiative and how

Annex 4: Analytical models used in preparing the impact assessment



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This activity report summarises and explains the work undertaken by the European Parliament in the fields of impact assessment and European added value during the calendar year 2022. It details the support given by the Directorate for Impact Assessment and European Added Value within the European Parliamentary Research Service (EPRS) to assist parliamentary committees in their oversight and scrutiny of the executive in the fields of ex-ante impact assessment, European added value, and ex-post evaluation of EU law and policy in practice. It also details wider horizontal support provided in respect of the policy cycle to the institution as a whole. During the 12 months under review, the Directorate published 132 substantive pieces of work, all of which can be accessed via hyperlinks in this report.

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This is a publication of the Directorate for Impact Assessment and  
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