### **European Communities**

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REPORT

drawn up on behalf of the Committee on the Rules of Procedure and Petitions

embodying amendments to the Rules of Procedure in view of the enlargement of the Community to include Spain and Portugal

Rapporteur: Mr R. WEDEKIND

In September 1984 the European Parliament referred an amendment to the Rules of Procedure of the European Parliament tabled by Mr Estgen and others, for changes to Rule 12(3), (Doc. 2-490/84), to the Committee on the Rules of Procedure and Petitions.

At its meeting of 16 and 17 October 1984 the committee appointed Mr Wedekind rapporteur.

At its meeting of 18 and 19 December 1984 the committee instructed the rapporteur to draw up amendments to Rule 12 once the question of Spanish and Portuguese accession had been settled. At the meeting of 27 June 1985 the committee also decided to table amendments to various other rules embodying numerical provisions. The committee considered the proposed amendments to the Rules of Procedure of the European Parliament at its meetings of 15 and 16 July, 16 and 17 and 23 September 1985; at the last meeting the proposed amendments were adopted by varying majorities; the proposal for a decision was adopted by 8 votes to 3 with 4 abstentions.

The following took part in the vote: Mr AMADEI, chairman; Mr CHANTERIE, Mrs DURY and Mr SCHWALBA-HOTH, vice-chairman; Mr WEDEKIND, rapporteur; Mr ADAM, Mrs BOOT, Mr CICCIOMESSERE, Mr COTTRELL, Mr DIMITRIADIS, Mr DONNEZ, Mr HERMAN, Mr HUCKFIELD, Mr PATTERSON and Mr STAVROU.

The report was tabled on 1 October 1985.

The deadline for tabling amendments to this report will be indicated in the draft agenda for the part-session at which it will be debated.

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The Committee on the Rules of Procedure and Petitions hereby submits to the European Parliament the following amendments to the Rules of Procedure and proposal for a decision with explanatory statement:

### Present Rules of Procedure

## Amendments tabled by the Committee on the Rules of Procedure and Petitions

### Rule 1: Members of the European Parliament

## Rule 1: Members of the European Parliament

- 1. The European Parliament is the Assembly elected on the basis of the Treaties, the Act of 20 September 1976 concerning the election of the representatives of the Assembly by direct universal suffrage and national legislation which derives from the Treaties.
- 1. Unchanged

- 2. Persons elected to the European Parliament shall be referred to as:
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## 'Medlemmer af Europa-Parlamentet' in Danish,

'Mitglieder des Europäischen Parlaments' in German,

'Βουλευτές του Ευρωπαϊκού Κοινοβουλίου" in Greek,

'Members of the European Parliament' in English,

'Députés au Parlement duropésh' in French,

'Deputati al Parlamento europeo' in Italian,

'Leden van het Europese Parlament' in Dutch.

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'Deputati al Parlamento europeo' in Italian,

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'Deputados ao Parlamento Europeu'

### Rule 12: Nominations and general provisions

1. The President, Vice-Presidents and Quaestors shall be elected by secret ballot. Nominations shall be with consent. They may only be made by a political group or by at least ten Members. However, if the number of nominations does not exceed the number of seats to be filled, the candidates may be elected by acclamation

### Rule 14: Election of Vice-Presidents

1. The Vice-Presidents shall then be elected on a single ballot paper. Those who on the first ballot, up to the number of twelve, obtain an absolute majority of the votes cast shall be declared elected in the numerical order of their votes. Should the number of candidates elected be less than the number of seats to be filled, a second ballot shall be held under the same conditions to fill the remaining seats. Should a third ballot be necessary, a relative majority shall suffice for election to the remaining seats. In the event of a tie the oldest candidates shall be declared elected.

#### Rule 21: Composition of the Bureau

1. The Bureau shall consist of the President and the twelve Vice-Presidents of Parliament.

5. A minimum number of twenty-one Members shall be required to form a political group if all the Members come from a single Member State. The corresponding number shall be fifteen if the Members come from two Member States and ten if they come from three or more Member States.

### Amendments tabled by the Committee on the Rules of Procedure and Petitions

#### Rule 12: Nominations and general provisions

1. The President, Vice-Presidents and Quaestors shall be elected by secret ballot. Nominations shall be with consent. They may only be made by a political group or by at least thirteen Members. However, if the number of nominations does not exceed the number of seats to be filled, the candidates may be elected by acclamation.

### Rule 14: Election of Vice-Presidents

1. The Vice-Presidents shall then be elected on a single ballot paper. Those who on the first ballot, up to the number of fourteen, obtain an absolute majority of the votes cast shall be declared elected in the numerical order of their votes. Should the number of candidates elected be less than the number of seats to be filled, a second ballot shall be held under the same conditions to fill the remaining seats. Should a third ballot be necessary, a relative majority shall suffice for election to the remaining seats. In the event of a tie the oldest candidates shall be declared elected.

#### **Rule 21:** Composition of the Bureau

1. The Bureau shall consist of the President and the fourteen Vice-Presidents of Parliament.

### Rule 26: Formation of political groups Rule 26: Formation of political groups

5. A minimum number of twenty-five Members shall be required to form a political group if all the Members come from a single Member State. The corresponding number shall be eighteen if the Members come from two Member States and twelve if they come from three or more Member States

Rule 42: Questions for oral answer with debate

1. Questions may be put to the Commission, to the Council or to the Foreign Ministers meeting in Political Cooperation by a committee, a political group or five or more Members in order that they may be placed on the agenda of Parliament and dealt with by the procedure provided for under this Rule.

Such questions, which may also relate to problems of a general nature, shall be submitted in writing to the President, who shall place them before the enlarged Bureau at the next meeting held for the purpose of drawing up the draft agenda.

Subject to the provisions below, during each part-session each political group shall have the right to have not more than one question dealt with by the procedure with debate

These questions shall not be included in the agenda of a part-session if that agenda already provides for the subject to be discussed with the participation of the institutions concerned; they will, however, be included in the debate. If a question relates to a report tabled by a committee but not yet considered by Parliament, Parliament shall vote on whether it shall be placed on the agenda.

The enlarged Bureau shall, taking account of the above requirements, exercise its discretion in deciding the order on the agenda of these questions.

5. In order to wind up the debate on a question under this Rule, any committee or political group, or five or more Members, may place before the President a motion for a resolution with a request that an early vote be taken on it.

Amendments tabled by the Committee on the Rules of Procedure and Petitions

Rule 42: Questions for oral answer with debate

1. Questions may be put to the Commission, to the Council or to the Foreign Ministers meeting in Political Cooperation by a committee, a political group or seven or more Members in order that they may be placed on the agenda of Parliament and dealt with by the procedure provided for under this Rule.

Such questions, which may also relate to problems of a general nature, shall be submitted in writing to the President, who shall place them before the enlarged Bureau at the next meeting held for the purpose of drawing up the draft agenda.

Subject to the provisions below, during each part-session each political group shall have the right to have not more than one question dealt with by the procedure with debate.

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The enlarged Bureau shall, taking account of the above requirements, exercise its discretion in deciding the order on the agenda of these questions.

5. In order to wind up the debate on a question under this Rule, any committee or political group, or seven or more Member, may place before the President a motion for a resolution with a request that an early vote be taken on it.

As soon as the motion for a resolution has been distributed, Parliament shall first decide, if necessary after hearing one of the authors, whether an early vote is to be taken.

Should an early vote be decided upon, the motion for a resolution shall be put to the vote at voting time of the next sitting without referral to committee. Only explanations of vote shall be permitted.

#### Rule 45: Debate following Question Time

1. Before the close of Question Time, any political group or at least five Members may request that a debate be held immediately thereafter on the answer given by the Commission, the Council or the Foreign Ministers meeting in Political Cooperation on a specific matter of general and topical interest.

### Rule 48: Topical and urgent debates

- 1. A political group or at least twenty-one Members may ask the President in writing for a debate to be held on a topical and urgent subject, which shall be held as part of one of the topical and urgent debates provided for in the agenda pursuant to Rule 55(3). Such a request must be linked with a motion for a resolution tabled pursuant to Rule 47. The President shall notify Parliament immediately of any request for topical and urgent debate and the motion for a resolution shall be printed and
- 2. After a meeting with the political the Non-attached Members, the President shall draw up a list of subjects to be included on the agenda of the next topical and urgent debate on the basis of the motions referred to in paragraph 1. He shall inform Parliament of this no later than at the beginning of the sitting before such a debate. In drawing up this list, the President shall ensure

### Amendments tabled by the Committee on the Rules of Procedure and Petitions

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#### Rule 48: Topical and urgent debates

- 1. A political group or at least twenty-seven Members may ask the President in writing for a debate to be held on a topical and urgent subject, which shall be held as part of one of the topical and urgent debates provided for in the agenda pursuant to Rule 55(3). Such a request must be linked with a motion for a resolution tabled pursuant to Rule 47. The President shall notify Parliament immediately of any request for topical and urgent debate and the motion for a resolution shall be printed and distributed in the official languages. distributed in the official languages.
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that during a part-session a balance is maintained both between the requests from the political groups and between these requests and those from individual Members.

Up to the resumption of the sitting on the afternoon of the same day, a political group or at least twentyone Members may oppose this decision in writing, stating their reasons, and move that Parliament abandon a topic due to be debated and/or include an unscheduled topic in the The vote on their objections resumption of the sitting.

Rule 54a: Second and third reading, depending on the number of amendments

7. Amendments which according to the supplementary report have obtained fewer than three votes in committee shall only be put to the vote in Parliament if this has been requested in writing before the beginning of the vote by a political group, a committee or at least 21 Members.

Rule 56: Adopting and amending the agenda

1. At the beginning of each partsession, Parliament shall decide on the draft agenda submitted to it by the President without amendment other than such as may be proposed by the latter or to him in writing by at least twenty-one Members, on the understanding that a political group or at least ten Members shall have the right to propose, at each partsession, one amendment to the draft agenda. Any such proposals must be received by the President at least one hour before the opening of the part-session. On such a proposal only the mover, one speaker in favour and one speaker against may be heard, in each case for a maximum of three minutes.

### Amendments tabled by the Committee on the Rules of Procedure and Petitions

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### Rule 57: Urgency

1. A request that a debate on a proposal on which Parliament has been consulted pursuant to Rule 32(1) be treated as urgent may be made to Parliament by the President, by at least twenty-one Members, by a committee, by the Commission or by the Council. This request shall be made in writing and supported by reasons.

### Rule 71: Quorum

- 3. All votes shall be valid whatever the number of voters unless the President, on a request made before voting has begun by at least ten Members, ascertains at the moment of voting that the quorum is not present. If the vote shows that the quorum is not present, the vote shall be placed on the agenda of the next sitting.
- 5. If fewer than ten Members are present, the President may rule that there is no quorum.

## Rule 74: Order of voting on amendments

3. Exceptionally, the President may put the original text to the vote first, or give priority in the vote to a proposed amendment that departs less from the original text than the one that departs furthest from it.

If either of these secures a majority, all other proposed amendments to the same text shall lapse. Before adopting this procedure, the President shall ascertain whether it is not opposed by at least twenty-one Members. If such is the case, he shall not apply this exceptional procedure.

### Rule 77: Voting by roll call

1. The vote shall be taken by roll call if so requested in writing by at least twenty-one Members or a political group before voting has begun and in cases where Rules 30 and 76(3) apply.

### Amendments tabled by the Committee on the Rules of Procedure and Petitions

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Rule 86: Closure of a debate

1. A debate may be closed before the list of speakers has been exhausted on a proposal from the President or at the request of the chairman of a political group or at least ten Members.

Rule 88: Suspension or closure of the sitting

The sitting may be suspended or closed during a debate or a vote if Parliament so decides on a proposal from the President, at the request of the chairman of a political group or at least ten Members.

Rule 92: Composition of committees

2. Amendments to the proposals of the Bureau shall be admissible only if they are tabled by at least ten Members. Parliament shall vote on such amendments by secret ballot.

Rule 96: Committee on the Verification of Credentials

- 1. Parliament shall set up a Committee 1. Parliament shall set up a Committee on the Verification of Credentials for the purpose of preparing decisions for the purpose of preparing decisions on any objections concerning the validity of elections.
- 2. This committee shall consist of nine Members who shall be elected pursuant to Rule 92.

Rule 99: Procedure without report -Simplified procedure

1. At each committee meeting the chairman shall submit to the committee a list of the proposals which in his opinion and/or at the President's recommendation should be approved without report.

The chairman shall put each proposal on the list to the committee for decision. Unless at least three members object, the chairman of the committee shall inform the President of the approval of such a proposal.

Amendments tabled by the Committee on the Rules of Procedure and Petitions

Rule 86: Closure of a debate

1. A debate may be closed before the list of speakers has been exhausted on a proposal from the President or at the request of the chairman of a political group or at least thirteen Members.

Rule 88: Suspension or closure of the sitting

The sitting may be suspended or closed during a debate or a vote if Parliament so decides on a proposal from the President, at the request of the chairman of a political group or at least thirteen Members.

Rule 92: Composition of committees

2. Amendments to the proposals of the Bureau shall be admissible only if they are tabled by at least thirteen Members. Parliament shall vote on such amendments by secret ballot.

Rule 96: Committee on the Verification of Credentials

- on the Verification of Credentials on any objections concerning the validity of elections.
- 2. This committee shall consist of twelve Members who shall be elected pursuant to Rule 92.

Rule 99: Procedure without report -Simplified procedure

1. At each committee meeting the chairman shall submit to the committee a list of the proposals which in his opinion and/or at the President's recommendation should be approved without report.

The chairman shall put each proposal on the list to the committee for decision. Unless at least four members object, the chairman of the committee shall inform the President of the approval of such a proposal.

2. At the recommendation of the President or following a proposal from its chairman, the committee may deliver an opinion on a proposal in accordance with the simplified procedure.

Unless at least three members object to this procedure, the committee chairman shall be deemed to have been appointed rapporteur. The draft report, consisting of a procedural section, a brief motion for a resolution on an identical model and a brief explanatory statement, shall be sent to the members of the committee. Unless at least three members of the committee object within a set time limit, which may not be less than fourteen days from the date of dispatch, the report shall be considered as having been adopted by the committee. In this case the motion for a resolution contained in the report shall be put to the vote in Parliament without debate pursuant to Rule 34.

### Rule 111: Application of the Rules

4. Should a political group or at least ten Members contest the committee's interpretation, the matter shall be put to the vote in Parliament. Adoption of the text shall be by simple majority. In the event of rejection, the matter shall be referred back to the committee.

#### ANNEX III

#### Article 2: Rate

2. Such proposals shall be admissible only if they are presented in writing, bear the signatures of at least five Members or are tabled on behalf of a political group or committee.

Article 3: Consideration of the draft budget - first stage

4. The committee responsible shall deliver its opinion on the texts submitted before they are discussed in Parliament.

### Amendments tabled by the Committee on the Rules of Procedure and Petitions

2. At the recommendation of the President or following a proposal from its chairman, the committee may deliver an opinion on a proposal in accordance with the simplified procedure.

Unless at least four members object to this procedure, the committee chairman shall be deemed to have been appointed rapporteur. The draft report, consisting of a procedural section, a brief motion for a resolution on an identical model and a brief explanatory statement, shall be sent to the members of the committee. Unless at least four members of the committee object within a set time limit, which may not be less than fourteen days from the date of dispatch, the report shall be considered as having been adopted by the committee. In this case the motion for a resolution contained in the report shall be put to the vote in Parliament without debate pursuant to Rule 34.

### Rule 111: Application of the Rules

4. Should a political group or at least thirteen Members contest the committee's interpretation, the matter shall be put to the vote in Parliament. Adoption of the text shall be by simple majority. In the event of rejection, the matter shall be referred back to the committee.

#### ANNEX III

#### Article 2: Rate

2. Such proposals shall be admissible only if they are presented in writing, bear the signatures of at least seven Members or are tabled on behalf of a political group or committee.

Article 3: Consideration of the draft budget - first stage

4. The committee responsible shall deliver its opinion on the texts submitted before they are discussed in Parliament.

Draft amendments and proposed modifications which have obtained fewer than three votes in the committee responsible shall be put to the vote in Parliament only if this has been requested in writing before the start of the vote by a political group, a committee or at least twenty—one Members.

# Article 5: Consideration of the Council's deliberations - second stage

3. Such draft amendments shall be admissible only if they are presented in writing, bear the signature of at least five Members or are tabled on behalf of a political group or committee and ensure the maintenance of a balance between revenue and expenditure.

Draft amendments shall be admissible only if they refer to the texts modified by the Council.

### Article 6: Total rejection

1. Five Members, a political group or a committee may, for important reasons, table a proposal to reject the draft budget as a whole. Such a proposal shall be admissible only if it is accompanied by a written justification and tabled within the time limit set by the President. The reason for rejection may not be contradictory.

### Article 7: Provisional twelfths system

2. Proposals for decisions shall be admissible only if they are presented in writing, bear the signature of at least five Members or are tabled by a political group or committee and state the grounds on which they are based.

### Amendments tabled by the Committee on the Rules of Procedure and Petitions

Draft amendments and proposed modifications which have obtained fewer than <u>four</u> votes in the committee responsible shall be put to the vote in Parliament only if this has been requested in writing before the start of the vote by a political group, a committee or at least twenty-seven Members.

# Article 5: Consideration of the Council's deliberations - second stage

3. Such draft amendments shall be admissible only if they are presented in writing, bear the signature of at least seven Members or are tabled on behalf of a political group or committee and ensure the maintenance of a balance between revenue and expenditure.

Draft amendments shall be admissible only if they refer to the texts modified by the Council.

### Article 6: Total rejection

1. Seven Members, a political group or a committee may, for important reasons, table a proposal to reject the draft budget as a whole. Such a proposal shall be admissible only if it is accompanied by a written justification and tabled within the time limit set by the President. The reason for rejection may not be contradictory.

### Article 7: Provisional twelfths system

2. Proposals for decisions shall admissible only if they are presented in writing, bear the signature of at least seven Members or are tabled by a political group or committee and state the grounds on which they are based.

### PROPOSAL FOR A DECISION

amending the European Parliament's Rules of Procedure in consequence of enlargement

### The European Parliament,

- having regard to Rule 112 of its Rules of Procedure,
- having regard to the amendment tabled by Mr ESTGEN and others (Doc. 2-490/84),
- acknowledging its duty, pursuant to Article 381 of the Act of accession of Spain and Portugal, to make such adaptations to its Rules of Procedure as are required by the enlargement of the European Community,
- having regard to the report of the Committee on the Rules of Procedure and Petitions (Doc. A 2-118/85),
- 1. Decides to adopt these amendments to its Rules of Procedure;
- 2. Decides, in view of the particular circumstances underlying these amendments, that they shall not take effect until the first day of the February 1986 part-session;
- 3. Instructs its Secretary-General to ensure that there is full agreement between the texts in the nine official languages of the Community;
- 4. Instructs its President to forward this decision for information to the Council, Commission and the Foreign Ministers meeting in political cooperation.

### **EXPLANATORY STATEMENT**

1. Various of the Rules of Procedure contain numerical requirements or provisions; the number of Vice-Presidents and Quaestors, the minimum number of Members required to form a political group, the minimum number of Members required to put a question for oral answer with debate or to propose amendments to Parliament's agenda, etc.

No changes were made to these figures on Greece's accession to the Community.

They were therefore determined at a time when there were 410 Members of the European Parliament; after enlargement to include Spain and Portugal there will be 518<sup>1</sup>, over 25% more than when the figures were set.

2. In autumn 1984, on the basis of a proposal to amend the Rules of Procedure (Doc. 2-490/84) tabled by the Luxembourgish Members of the European Parliament, the Committee on the Rules of Procedure and Petitions discussed the composition of the Bureau, and in particular whether Rule 12(3) implies that each Member State is morally entitled to be represented on the Bureau.

The committee realised that with a total of 13 members of the Bureau (one President and 12 Vice-Presidents) it might be difficult to guarantee that all ten Member States were represented.

As an interim conclusion the committee rejected the proposal made by the Luxembourgish Members to incorporate a safety device under which first 12 Vice-Presidents would be elected, and then their number would be automatically increased to permit each Member State to be represented on the Bureau. The committee feared that a rule of this nature would release the political groups from their moral and political obligation under Rule 12(3), which states that 'In the election of the President, Vice-Presidents and Quaestors, account should be taken of the need to ensure an overall fair representation of Member States and political views'.

3. In spring 1985, when it was realized that Portugal and Spain would probably become Members of the Community on 1 January 1986, the Committee on the Rules of Procedure and Petitions resumed its consideration of the matter.

At its meeting of 27 June 1985, a majority of the committee felt that it would not be politically desirable to insert a provision in the Rules of Procedure guaranteeing each Member State representation by one Vice-President of the European Parliament. In other contexts the European Parliament had clearly expressed the desire to see Europe develop towards political and economic

1Greece and Portugal: 24 Members each

Spain: 60 Members

union, and it would therefore be wrong to appoint its own Bureau on senatorial principles. The main consideration was to ensure that the various political views were represented on the Bureau, and that its composition reflected the political majority in Parliament.

It was the political groups' responsibility in making their vice-presidential nominations (and in the negotiations between them on the matter) to achieve the 'fair' representation of Member States and political views mentioned in Rule 12(3).

- 4. After considering the numbers of Vice-Presidents and Quaestors the majority of the committee decided to table proposals simply increasing the number of Vice-Presidents (from 12 to 14).
- 5. In the course of these discussions the committee decided to put forward amendments to various other of the Rules of Procedure in which numbers played a part; the minimum number of Members required to form a political group, to table questions for oral answer with debate, or to propose amendments to Parliament's agenda, etc.
- 6. The outcome of the committee's deliberations can be seen in the amendments it is proposing to the Rules of Procedure. A majority on the committee took the general view that an increase should be sought which reflected the relative increase in the number of Members of the European Parliament.

The rapporteur would however like to comment on two aspects in particular.

First the requirements for the formation of political groups. Experience since the second direct elections has shown that in some cases a fair balance had not been achieved between the scope for forming political groups and the procedural rights conferred on those groups by the Rules of Procedure. There have been cases of alleged abuse or obstruction. The committee did not feel it should tackle this fundamental issue at the same time as the amendments to the numerical requirements in the Rules of Procedure, but neither did it believe that the occasion should result in too great a relative easing of the requirements for forming a political group in the European Parliament. It has therefore proposed an increase in the minimum number of Members required to form a political group, although proportionately less than the increase in the number of Members of the European Parliament.

Secondly, the Committee on the Rules of Procedure is at present considering various proposals for amendments to the Rules of Procedure, and is aware that other organs of the European Parliament are discussing ways of improving the running of plenary sittings and Parliament's work in general by changes to various elements of the Rules of Procedure. The committee has however preferred to consider the more fundamental matters separately from the implications of the enlargement of the Community.

7. As to the representation of the new Member States on parliamentary committees and interparliamentary delegations, it should be borne in mind that the size of these bodies is not laid down in the Rules of Procedure but by decision of Parliament when setting them up.

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8. However, Rules 16 and 92 of the Rules of Procedure state that both committee members and the President, Vice-Presidents and Quaestors are elected for 2 1/2 years. This means that their terms of office will end only in January 1987.

Against this has to be weighed the new Member States' understandable desire to be represented on the parliamentary bodies.

The Rules of Procedure do not prevent the European Parliament from deciding to increase the size of the committees and interparliamentary delegations, as they are determined by general decision of Parliament.

By contrast, the number of Vice-Presidents and Quaestors, and their term of office, are specifically laid down in the Rules of Procedure. An amendment of the provisions of the Rules of Procedure could therefore only take effect from the expiry of the term of office, i.e. in January 1987.

If the Bureau considers it appropriate for the new Member States to be represented on the Bureau during the period between the enlargement of the Community and the next elections of the President and Vice-Presidents, the Committee on the Rules of Procedure and Petitions suggests that a pragmatic solution be sought. The committee does not feel able to propose interim provisions in the Rules of Procedure giving the new Member States greater rights than the present Member States (neither Belgium nor Luxembourg are represented on the Bureau).

9. Rule 112(3) states that amendments to the Rules of Procedure 'shall enter into force on the first day of the part-session following their adoption'.

The committee agrees that this principle should be upheld, and that each amendment should not require a decision stating when it enters into force.

However in this specific case this provision would mean that the amendments to the Rules of Procedure would have to be held over until the December 1985 part-session. The committee did not think this appropriate, and, in the special circumstances necessitating these amendments, is by way of exception proposing a post-dated entry into force.

The obvious date would be the January 1986 part-session, when the new Member States have joined. However, this might have unintended consequences, and the committee has therefore proposed that the amendments to the Rules of Procedure put forward in this report should enter into force only on the first day of the February part-session.

To avoid misunderstandings the rapporteur would however stress that, as stated in point 8, even if the amendments to Rules 14 and 21 came into force in February 1981, they would take effect only on expiry of the present Bureau's term of office, i.e. in January 1987.

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