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REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL

on the working of committees in 2024

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1. INTRODUCTION

The Commission presents its annual report on the working of committees in 2024 in line with Article 10(2) of Regulation (EU) No 182/2011 laying down the rules and general principles concerning mechanisms for control by Member States of the Commission's exercise of implementing powers[1] (the 'Comitology Regulation').

The report gives an overview of developments in 2024 in the 'comitology' system, which refers to the committees that the Commission asks to deliver an opinion on draft implementing acts. These committees are composed of Member States' representatives and chaired by the Commission. They follow different operating procedures depending on the relevant basic legal act empowering the Commission to adopt implementing acts (see Table II).

The report provides a summary of the committees' activities. It is accompanied by a **staff working document** containing detailed statistics on the work of the individual committees for each policy sector[2]. It highlights the main changes and trends observed on an annual basis, presenting overall figures on meetings, written procedures, opinions delivered (i.e. positive, negative or no opinion) and acts adopted. It also provides an overview of cases referred to the Appeal Committee and the exercise of the right of scrutiny by the European Parliament and the Council under Article 11 of the Comitology Regulation. Information is also provided on the measures adopted under the regulatory procedure with scrutiny (RPS).

2. OVERVIEW OF DEVELOPMENTS IN THE COMITOLOGY SYSTEM IN 2024

2.1. General developments

In 2024, comitology committees continued to operate under the procedures set out in the Comitology Regulation, i.e. the advisory procedure (Article 4) and the examination procedure (Article 5), as well as the regulatory procedure with scrutiny set out in Article 5a[3] of the Comitology Decision[4].

All meetings, regardless of their format (in person, remote or hybrid), are listed as meetings in the Comitology Register[5], and the summary record specifies the format of the meeting.

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1 OJ L 55, 28.2.2011, p. 13.
2 As covered by the Commission departments dealing with the respective policy areas.
3 For further details on the use of this procedure, see Section 3.5
4 Council Decision 1999/468/EC of 28 June 1999 laying down the procedures for the exercise of implementing powers conferred on the Commission (OJ L 184, 17.7.1999, p. 23).
5 https://ec.europa.eu/transparency/comitology-register/screen/home

As to the alignment of acts still referring to the regulatory procedure with scrutiny to the legal framework introduced by the Treaty of Lisbon, in 2024, interinstitutional discussions on the Commission's proposal[6] did not achieve progress towards aligning the remaining basic acts.

As regards the Commission proposal of 14 February 2017[7] aiming to amend the Comitology Regulation concerning the Appeal Committee, and notably to address 'no opinion' situations in sensitive areas[8], no progress was possible in 2024, given that the respective positions of the European Parliament and the Council (the 'co-legislators') remained far apart.

Consequently, following up on the Commission Work Programme 2025 presented on 11 February 2025[9], the Commission withdrew these two proposals[10]. However this does not call into question the need to proceed with the alignment of the remaining RPS empowerments, as agreed by the European Parliament, the Council and the Commission in the 2016 Inter-institutional agreement on Better Lawmaking[11]. The Commission will initiate the alignment of existing RPS empowerments to the Lisbon Treaty in the context of the substantive revision/amendment of the individual legislative acts that still contain such empowerments.

The Commission continued to make draft texts for important implementing acts public for a 4-week period, allowing stakeholders to submit comments. In 2024, 108 draft implementing acts were published for public feedback on the 'Have your say' website[12].

2.2. Case-law developments

In three similar cases T-395/22, T-406/22 and T-599/22, the General Court was again invited to assess the conditions and validity of the exercise of implementing powers by the Council[13].

The Court recalled its judgment in the case *Fenix International*, C-695/20[14], and reiterated that for the use of Council implementing powers, Article 291(2) of the Treaty on the Functioning of the Union (TFEU) required a detailed statement of the reasons, in light of the nature and content of the basic act, why that institution is entrusted with the adoption of measures implementing a legally binding act of the Union. Against this background, the Court held that the legislative act did not contain any justification or specific grounds regarding the conferral of implementing

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6 Proposal for a Regulation of the European Parliament and of the Council adapting a number of legal acts providing for the use of the regulatory procedure with scrutiny to Articles 290 and 291 of the Treaty on the Functioning of the European Union, COM (2016) 799 final.

7 Proposal for a Regulation of the European Parliament and of the Council amending Regulation (EU) No 182/2011 laying down the rules and general principles concerning mechanisms for control by Member States of the Commission's exercise of implementing powers (COM (2017) 085 final).

8 The Commission has proposed targeted amendments to the Comitology Regulation to avoid the occurrence of a situation where it is legally obliged to take an authorisation decision in the absence of a qualified majority of the Member States taking a position (either in favour or against) in the committee/appeal committee. Such a 'no opinion' situation is in the Commission's view particularly problematic when it concerns politically sensitive matters of direct impact on citizens and businesses, for instance in the field of health and safety of humans, animals or plants.

9 See COM(2025) 45 final, Annex IV: Withdrawals, points 28 and 30.

10 OJ C, C/2025/5423, 6.10.2025, ELI: http://data.europa.eu/eli/C/2025/5423/oj

11 Interinstitutional Agreement between the European Parliament, the Council of the European Union and the European Commission on Better Law-Making, OJ L 123, pp. 1–14, point 27 thereof.

12 https://ec.europa.eu/info/law/better-regulation/have-your-say_en

13 T-395/22 Hypo Vorarlberg Bank v SRB (2022 ex ante contributions), T-406/22 Volkskreditbank v SRB (2022 ex ante contributions), T-599/22, Hypo Vorarlberg Bank v SRB (2017 ex ante contributions).

14 See presentation of the case in the Annual Report on 2023, COM (2024) 465, p3.

powers on the Council, contrary to Article 291(2) TFEU which requires such a conferral to constitute a 'duly justified specific case'.

The Court also recalled, in all three cases, the substantive limits of implementing measures, indicating that 'it follows from case-law[15] that those powers entail, in essence, the power to adopt measures which are necessary or appropriate for the uniform implementation of the provisions of the legislative act on the basis of which they are adopted and which merely specify the content of that act, in compliance with the essential general aims pursued by that act, without amending or supplementing it, in its essential or non-essential elements'. It held that the contested implementing measure altered the normative content of its basic act, instead of simply specifying it, and thus the Council exceeded its impementing powers. As a result, the Court declared Article 70(7) of Regulation No 806/2014, and the relevant provisions of the contested implementing regulation based on it, inapplicable in the present case.

3. OVERVIEW OF ACTIVITIES

The figures indicated in the following sections are all based on the findings presented in detail in the accompanying staff working document.

3.1. Number of committees

This report focuses exclusively on comitology committees, which have been set up by the legislator to assist the Commission in its exercise of the implementing powers that have been conferred upon it by basic legal acts. Other entities, in particular expert groups set up by the Commission itself, are not covered in this report**.**

Table I shows the number of comitology committees that existed during the period of 1 January to 31 December 2024[16], with the figures for the previous year added for comparison.

[15] See in particular the judgment of 28 February 2023, Fenix International, C-695/20, EU:C:2023:127, paragraph 49.

[16] Some committees existed only during part of the year depending on the exact start/end of the validity of their basic legal act.

TABLE I — TOTAL NUMBER OF COMMITTEES

Commission department	2023	2024
AGRI (Agriculture and Rural Development)	11	11
BUDG (Budget)	2	2
CLIMA (Climate Action)	5	7
CNECT (Communications Networks, Content and Technology)	17	17
COMP (Competition)	2	2
DEFIS (Defence Industry and Space)	10	10
DIGIT (Digital Services)	0	1
EAC (Education and Culture)	4	4
ECFIN (Economic and Financial Affairs)	2	2
ECHO (Humanitarian Aid and Civil Protection)	2	2
EMPL (Employment, Social Affairs and Inclusion)	5	6
ENER (Energy)	14	16
ENV (Environment)	26	29
ESTAT (Eurostat)	1	1
FISMA (Financial Stability, Financial Services and Capital Markets Union)	10	11
FPI (Service for Foreign Policy Instruments)	1	1
GROW (Internal Market, Industry, Entrepreneurship and SMEs)	39	46
HERA (Health Emergency Preparedness and Response)	1	1
HOME (Migration and Home Affairs)	19	25
INTPA (International Partnerships)	3	3
JUST (Justice and Consumers)	24	32
MARE (Maritime Affairs and Fisheries)	3	3
MOVE (Mobility and Transport)	33	35
NEAR (Neighbourhood and Enlargement Negotiations)	2	3
OLAF (European Anti-Fraud Office)	1	1
REFORM (Structural Reform Support)	1	1
REGIO (Regional and Urban Policy)	2	2
RTD (Research and Innovation)	17	17
SANTE (Health and Food Safety)	32	33
SG (Secretariat-General) *	4	4
TAXUD (Taxation and Customs Union)	27	27
TRADE (Trade)	13	13
TOTAL	**334**	**368**

** Including the Appeal Committee* [17]

In 2024, there were **368 comitology committees** during the year[18], including committee configurations[19]. This represents an increase in the number of committees as compared to 2023 (when there were 334 comitology committees), reflecting the establishment of new committees by new legislation which entered into force in 2024.

[17] The Appeal Committee is registered in the Comitology Register as a committee under the responsibility of the Secretariat-General. In practice, however, it is managed by the departments concerned.

[18] In some cases new legislation entering into force during the year has replaced (repelead) old legislation and established a new committee for the same policy area and thus an 'old' and a 'new' committee existed in different parts of the year under the respective basic acts; these count both as committees that existed for the year. The end of the year figure of committees (363), cleaned from such duplication effects, is consequently smaller.

[19] In a few basic acts the legislator has provided for specific configurations of the committee. These are presented individually in the staff working document and each of them is counted separately into the overall figure of committees.

Table II shows a breakdown of the committees in 2024 by type of procedure under which they operated (i.e. advisory procedure, examination procedure, regulatory procedure with scrutiny). Committees with multiple procedures[20] are indicated separately.

TABLE II — NUMBER OF COMMITTEES BY PROCEDURE

Commission department	Type of procedure				
	Advisory	Examination	Regulatory with scrutiny	Multiple procedures	TOTAL
AGRI	0	9	0	2	11
BUDG	0	1	0	1	2
CLIMA	0	3	0	4	7
CNECT	1	11	0	5	17
COMP	1	0	0	1	2
DEFIS	0	3	0	7	10
DIGIT	0	1	0	0	1
EAC	0	4	0	0	4
ECFIN	0	1	0	1	2
ECHO	0	1	0	1	2
EMPL	1	2	1	2	6
ENER	2	8	0	6	16
ENV	0	9	1	19	29
ESTAT	0	0	0	1	1
FISMA	0	5	2	4	11
FPI	0	0	0	1	1
GROW	2	16	2	26	46
HERA	0	1	0	0	1
HOME	2	19	0	4	25
INTPA	0	3	0	0	3
JUST	7	20	0	5	32
MARE	0	1	0	2	3
MOVE	2	15	1	17	35
NEAR	0	3	0	0	3
OLAF	0	1	0	0	1
REFORM	1	0	0	0	1
REGIO	0	0	0	2	2
RTD	0	12	0	05	17
SANTE	0	13	0	20	33
SG*	0	3	0	1	4
TAXUD	0	11	0	16	27
TRADE	3	5	0	5	13
TOTAL:	**22**	**181**	**7**	**158**	**368**

* *Including the Appeal Committee*

[20] This is the case where the basic act or acts envisage(s) the use of different comitology procedures for different implementing measures. The table presents the legal situation as provided for by the basic acts; in practice, it can happen that a committee with multiple procedures only uses one of the procedures to adopt implementing acts in a given year.

3.2. Number of meetings and written procedures

The intensity of committees' activity is primarily defined by the number of committee meetings held and written procedures[21] conducted. These are shown in Table III.

TABLE III — NUMBER OF MEETINGS AND WRITTEN PROCEDURES

Commission department	Number of committees	Meetings		Written procedures	
		2023	2024	2023	2024
AGRI	11	77	86	1	2
BUDG	2	4	4	0	0
CLIMA	7	9	9	2	11
CNECT	17	24	28	19	13
COMP	2	7	4	1	0
DEFIS	10	50	49	13	9
DIGIT	1	0	1	0	0
EAC	4	10	10	15	18
ECFIN	2	18	21	0	0
ECHO	2	3	5	2	4
EMPL	6	1	0	0	0
ENER	16	20	10	8	20
ENV	29	23	28	7	9
ESTAT	1	4	3	4	5
FISMA	11	6	9	15	11
FPI	1	3	2	0	0
GROW	46	28	35	38	43
HERA	1	0	0	0	0
HOME	25	42	53	15	22
INTPA	3	21	21	8	12
JUST	32	13	26	4	6
MARE	3	5	4	7	6
MOVE	35	41	39	17	13
NEAR	3	11	17	17	15
OLAF	1	0	0	0	0
REFORM	1	0	0	1	0
REGIO	2	2	1	3	1
RTD	17	43	56	223	222
SANTE	33	98	107	769	704
SG*	4	10	5	0	0
TAXUD	27	48	30	33	30
TRADE	13	29	29	20	35
TOTAL:	**368**	**650**	**692**	**1 242**	**1211**

** Including meetings/written procedures of the Appeal Committee*

There were **692 meetings** in 2024, which is more than in 2023 (when there were 650 meetings), and **1 211 written procedures**, which is lower than the year before (when there were 1 242 written procedures).

3.3. Number of opinions and implementing acts

This report also gives an indication of the specific output of the committees, which is another important indicator of the level of activity.

[21] Committee voting can take place at a regular committee meeting or, in duly justified cases, by written procedure, in line with Article 3(5) of the Comitology Regulation.

TABLE IV — NUMBER OF OPINIONS AND IMPLEMENTING ACTS ADOPTED[22]

Commission department	Opinions[23]		Implementing acts adopted		Parliament resolutions /Council decisions (Art. 11)
	2023	2024	2023	2024	2024
AGRI	102	86	102	76	0
BUDG	0	0	0	0	0
CLIMA	11	20	11	17	0
CNECT	26	43	23	43	0
COMP	2	5	3	5	0
DEFIS	19	18	19	12	0
DIGIT	0	0	0	0	0
EAC	20	20	17	18	0
ECFIN	25	32	25	32	0
ECHO	3	5	4	5	0
EMPL	2	0	2	0	0
ENER	13	21	9	18	0
ENV	26	20	17	17	0
ESTAT	15	15	14	13	0
FISMA	14	12	10	11	0
FPI	0	0	0	0	0
GROW	63	127	67	83	0
HERA	0	0	0	0	0
HOME	62	45	68	54	0
INTPA	118	103	118	103	0
JUST	4	13	4	11	0
MARE	10	11	10	10	0
MOVE	44	43	40	46	0
NEAR	37	63	37	62	0
OLAF	0	0	0	0	0
REFORM	1	0	1	0	0
REGIO	3	1	3	1	0
RTD	223	221	213	209	0
SANTE	1041	1076	967	969	8
SG*	22	11	0	0	0
TAXUD	52	36	45	44	0
TRADE	81	82	87	79	0
TOTAL:	**2 039**	**2129**	**1 916**	**1938**	**8**

**Including opinions delivered by the Appeal Committee. To avoid double-counting, adopted implementing acts passing through the Appeal Committee are counted towards the first-level committees in the respective policy areas. See also Section 3.4 and Table V.*

Table IV shows overall figures on the formal opinions delivered by the committees and the subsequent implementing acts adopted by the Commission[24]. It also indicates the cases where either the European Parliament or the Council have exercised their right of scrutiny under Article 11 of the Comitology Regulation.

22 As regards adopted implementing acts, the indication of Commission departments (policy areas) means that the acts in question were prepared (discussed and/or voted on) in a committee managed by the respective Commission department; in some cases the actual adoption of the act was formally ensured by another Commission department.

23 A vote resulting in 'no opinion' is counted in the total number of opinions as this is one possible outcome in the committee.

24 The number of opinions and implementing acts/measures in any given year can differ; the reasons for this are explained in the introduction to the accompanying staff working document.

The committees delivered **2129 opinions**[25] in 2024, which is a small increase compared with 2023 (2039). Similarly, the **1938 implementing acts** adopted following a committee procedure were slightly more than in the previous year (1904).

The European Parliament and the Council have a right of scrutiny under Article 11 of the Comitology Regulation. In 2024, the European Parliament adopted eight resolutions based on Article 11 of the Comitology Regulation, all of which concerned acts by DG SANTE. The Council did not exercise its right to oppose a draft measure under this provision in 2024.

3.4. Meetings of the Appeal Committee

As shown in Table V below, the Appeal Committee met 5 times during 2024, and discussed 11 draft implementing acts which the Commission referred to it. Voting at the meetings in all cases and not using written procedures, it delivered a 'no opinion' in all 11 cases[26]. The Commission adopted all 11 implementing acts during the year, following the Appeal Committee's respective votes, given its obligation to act under the basic acts.

TABLE V — ACTIVITY OF THE APPEAL COMMITTEE

Commission department	Number of meetings/written consultations of the Appeal Committee		Number of opinions[27] of the Appeal Committee		Number of acts adopted following an opinion of the Appeal Committee	
	2023	2024	2023	2024	2023	2024
MOVE	1(0)	1(0)	1 (1)	1 (1)	1	1
SANTE	9(0)	4(0)	21 (21)	10 (10)	18	10
TRADE	0	0	0	0	0	0
TOTAL:	**10(0)**	**5(0)**	**22 (22)**	**11 (11)**	**19**	**11**

25 The overwhelming majority of the votes in the committees were positive, whereas a 'no opinion' was delivered in 21 cases (including those eventually referred to the Appeal Committee). There were 2 negative votes delivered (Europe-wide targets of air traffic management and 2025 Work Programme for the European Solidarity Corps; consequently both acts were adopted by the Commission, the former following a 'no opinion' delivered by the Appeal Committee and the latter through resubmitting an amended version for a new vote to the first level committee.

26 Further details are available in the accompanying staff working document.

27 The term 'opinion' also includes the scenario where the formal outcome is a 'no opinion' meaning that there is no required majority in either sense. The number of 'no opinions' is indicated in parentheses.

3.5. Use of the regulatory procedure with scrutiny

The Comitology Regulation provisionnally maintained the effects of the regulatory procedure with scrutiny for the purposes of existing basic legal acts referring to it[28]. This procedure can no longer be introduced into new legislation, but it still appears in some existing basic legal acts and will continue to apply under those acts until the respective empowerments have been aligned to empowerments for either delegated or implementing acts.

In 2024, 67 measures were adopted under the regulatory procedure with scrutiny (see Table VI), which is more than in 2023 (when 57 measures were adopted). The right to oppose acts under the regulatory procedure with scrutiny was used twice in 2024, by the European Parliament. For comparison, in 2023, the co-legislators (European Parliament) used this right once.

TABLE VI — NUMBER OF MEASURES ADOPTED ACCORDING TO THE REGULATORY PROCEDURE WITH SCRUTINY

Commission department	Regulatory procedure with scrutiny – measures adopted	European Parliament opposed adoption of draft measures	Council opposed adoption of draft measures
AGRI	0	0	0
BUDG	0	0	0
CLIMA	0	0	0
CNECT	0	0	0
COMP	0	0	0
DEFIS	0	0	0
EAC	0	0	0
ECHO	0	0	0
ECON	0	0	0
EMPL	0	0	0
ENER	2	0	0
ENV	2	0	0
ESTAT	2	0	0
FISMA	2	0	0
FPI	0	0	0
GROW	5	0	0
HERA	0	0	0
HOME	0	0	0
INTPA	0	0	0
JUST	0	0	0
MARE	0	0	0
MOVE	0	0	0
NEAR	0	0	0
OLAF	0	0	0
REFORM	0	0	0
REGIO	0	0	0
RTD	0	0	0
SANTE	54	2	0
SG	0	0	0
TAXUD	0	0	0
TRADE	0	0	0
TOTAL	**67**	**2**	**0**

[28] Article 12, second paragraph of the Comitology Regulation and Recital 21.

4. CONCLUSION

The committees continued to work in 2024 at a similar level of intensity as the previous year. There were 368 committees, which held 692 meetings, carried out 1211 written procedures and delivered 2129 opinions, leading to the adoption of 1938 implementing acts and 67 measures under the regulatory procedure with scrutiny. Enabling Member States to exercise their control powers in line with the Comitology Regulation, the committees provide valuable assistance to the Commission in exercising the implementing powers conferred on it by the co-legislators.

The Commission invites both the European Parliament and the Council to take note of this report.