

(English version)

Question for written answer E-003292/25
to the Commission
Jean-Paul Garraud (P/E)
(26 August 2025)

Subject: Lack of transparency in interinstitutional negotiations conducted via trilogues

The ordinary legislative procedure is increasingly reliant on trilogues: informal negotiations involving the Commission, the Council and the European Parliament. Although the aim of trilogues is to speed up the process of adopting texts, they raise serious concerns about democratic transparency and institutional accountability because citizens and even some MEPs are kept away from the negotiations.

This lack of transparency undermines the principle of public debate, which is enshrined in the Treaties, and feeds into the feeling that the European institutions are out of touch with what's happening in the Member States.

1. Does the Commission agree that the extensive use of trilogues outside a legally binding framework undermines the legitimacy of the EU's legislative process?
2. What steps is the Commission planning to take to ensure greater transparency in interinstitutional discussions, such as the publication of documents and negotiating mandates?
3. Does it intend to codify this procedure in primary or secondary EU law so as to strengthen the democratic scrutiny exercised by Parliament and by the citizens of the EU?

Submitted: 26.8.2025

Answer given by Mr Šefčovič on behalf of the European Commission
(2 October 2025)

1. The Commission does not agree as trilateral legislative negotiations ('trilogues') are already covered by a framework of binding rules and established practices, such as the Joint declaration on practical arrangements for the codecision procedure ⁽¹⁾, the Interinstitutional Agreement on Better Law-Making ⁽²⁾ and the European Parliament's own Rules of Procedure ⁽³⁾, which together make for a transparent and efficient legislative process.
2. Arrangements for the legislative process are primarily a matter for the co-legislators, the European Parliament and the Council. The Commission's negotiating mandate is its proposal, which is a public document. The European Parliament's negotiating mandate is public and subject to approval by the plenary session. The Council's negotiating mandate is also generally made public. During the course of trilogues, there is regular public reporting on the progress of negotiations in the relevant parliamentary committee. Provisional agreements are always made public ahead of the public vote in the European Parliament. The European Parliament, the Council and the Commission have recently set up the EU law Tracker ⁽⁴⁾, which gathers in one place all the publicly available information on ongoing legislative files, making it easier for the general public to follow developments. The Commission would not object if the European Parliament and the Council decided to publish additional information, such as indicative timetables for trilogues or, after a trilogue, summary agendas showing the topics discussed.
3. The Commission therefore sees no need for new laws to further codify the rules relating to legislative negotiations.

⁽¹⁾ OJ C 145, 30.6.2007, pp. 5-9.

⁽²⁾ OJ L 123, 12.5.2016, pp. 1-14.

⁽³⁾ https://www.europarl.europa.eu/doceo/document/RULES-10-2024-07-16-TOC_EN.html.

⁽⁴⁾ <https://law-tracker.europa.eu/homepage?lang=en>.