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The European Parliament and U.S. Interests

A Key EU Institution

The European Parliament (EP) is the only directly elected institution of the 28-country European Union (EU). The EP's 751 members represent the EU's roughly 513 million citizens. The most recent EP elections were in May 2019. The EP has accumulated more power over time as part of EU efforts to improve democratic accountability and transparency in EU policymaking. Enhanced powers since the 2009 Lisbon Treaty have made the EP a more important actor on several issues of U.S. concern, including trade, data privacy, and counterterrorism. Congress-EP ties are long-standing, and Congress may be increasingly interested in EP activities given the EP's potential to influence key aspects of U.S.-EU relations.

Role and Responsibilities

The EP plays a role in the EU's legislative and budget processes and has a degree of oversight responsibility. The EP works closely with the two other main EU institutions: the *European Commission*, which represents the interests of the EU as a whole and functions as the EU's executive, and the *Council of the European Union* (or the *Council of Ministers*), which represents the interests of the EU's national governments.

Although the European Commission has the right of legislative initiative, the EP shares legislative power with the Council of Ministers in most policy areas, giving the EP the right to accept, amend, or reject the vast majority of EU laws (with some exceptions, such as taxation and most aspects of foreign policy). Both the EP and the Council of Ministers must approve a European Commission proposal for it to become EU law in a process known as the *ordinary legislative procedure* or *co-decision*. The EP also must approve the accession of new EU member states (or a member state's withdrawal) and has the right to approve or reject international accords, including EU trade agreements.

The EP decides how to allocate the EU's budget jointly with the Council of Ministers (although neither the EP nor the Council of Ministers can affect the size of the EU's annual budget, which is fixed as a percentage of the EU's combined gross national income). In addition, the EP has a supervisory role over the European Commission and some limited oversight over the activities of the Council of Ministers. The EP monitors the management of EU policies, can conduct investigations and public hearings, and must approve each new slate of European Commissioners every five years.

Structure and Organization

Members of the European Parliament (MEPs) serve five-year terms. Voting for the EP takes place on a national

basis, with the number of MEPs elected in each EU country based roughly on population size.

Political Groups

Once elected, MEPs caucus according to political ideology rather than nationality. A political group must contain at least 25 MEPs from a minimum of seven EU countries. Currently, the EP has seven political groups—containing almost 200 national political parties—that span the political spectrum, as well as a number of “non-attached” or independent MEPs (see **Figure 1**). Although the majority of MEPs hail from political parties that support the EU project, some belong to parties considered to be anti-establishment and *euroskeptic*—that is, critical of the EU or anti-EU to varying degrees. Most euroskeptic parties are on the right or far right (and are predominantly nationalist and anti-immigration), but a few are on the left or far left.

No single group in the EP has an absolute majority, making compromise and coalition-building key features of the EP's legislative process. Historically, the center-right European People's Party (EPP) and the center-left Progressive Alliance of Socialists and Democrats in the European Parliament (S&D) have tended to dominate the EP by cooperating in unofficial “grand coalitions.” At the same time, voting blocs may vary on specific pieces of legislation. The relative size of the political groups also helps to determine EP leadership and committee posts.

EP Leadership, Committees, and Delegations

MEPs elect a president of the European Parliament every two-and-a-half years (twice per parliamentary term). The president oversees the work of the EP and represents it externally. David Sassoli, an Italian MEP from the S&D, was elected as EP president in July 2019.

The EP has 20 standing committees that are key actors in the adoption of EU legislation. In terms of their importance and power, EP committees rival those in the U.S. Congress and surpass those in most national European legislatures. Each committee considers legislative proposals put forward by the European Commission that fall within its jurisdiction and issues a recommendation to the full EP on whether to adopt, amend, or reject the proposed legislation. The EP also plays a role in the EU's international presence with 44 delegations that maintain parliament-to-parliament relations throughout the world (including with the U.S. Congress).

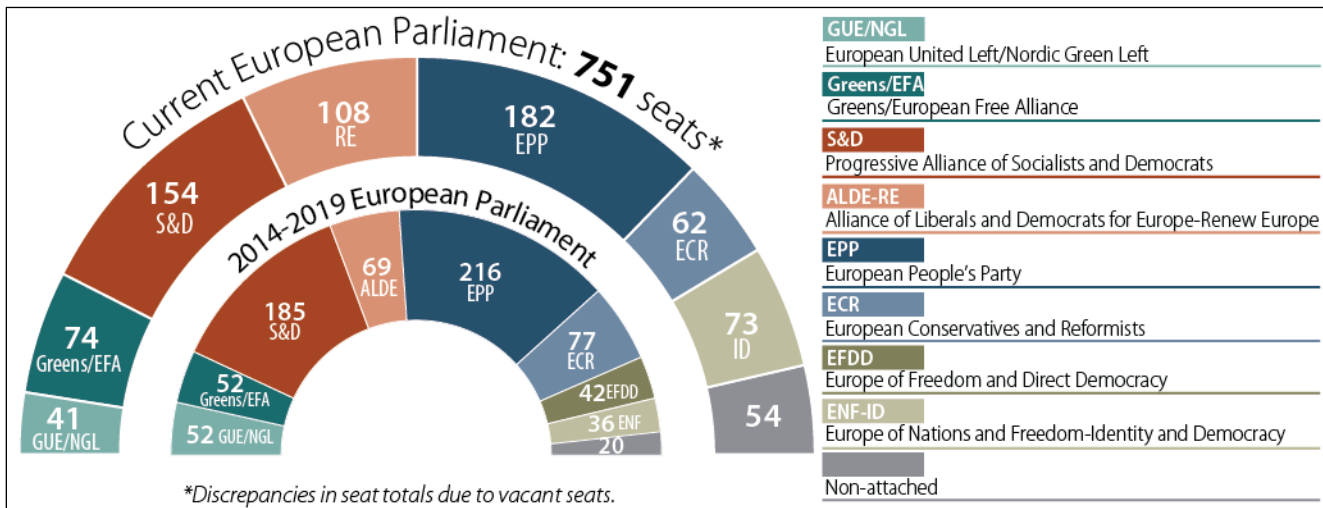
Location and Administration

Strasbourg, France, is the official seat of the EP. This location, close to the border with Germany, symbolizes Europe's postwar reconciliation. Plenaries are held in Strasbourg once per month, and committee meetings and some part-plenary sessions occur in Brussels, Belgium. A

Secretariat of roughly 5,000 nonpartisan civil servants, based in both Brussels and Luxembourg, provides

administrative and technical support. MEPs and political groups also have their own staff assistants.

Figure 1. European Parliament Political Groups and Seats



Source: Graphic created by CRS, based on data from the European Parliament, <http://www.europarl.europa.eu/>.

2019 Elections

In the May 2019 EP elections, the pro-EU center-right EPP and the center-left S&D retained their positions as the two largest groups in the EP but lost their combined majority, as euroskeptic, liberal, and green parties gained seats. The resulting fragmentation has boosted the influence of the centrist, liberal, pro-EU Renew Europe group (formerly the Alliance of Liberals and Democrats for Europe, or ALDE). The increase in seats for the Greens/European Free Alliance (Greens/EFA), composed of pro-environment parties and leftist regional parties (e.g., Scottish, Welsh, Catalanian, and Basque), appears to reflect heightened voter concern about climate change and other environmental issues.

Many experts suggest that pro-EU parties were largely successful in overcoming challenges from euroskeptic parties. Pro-EU groups (EPP, S&D, Renew Europe, and Greens/EFA) hold a combined 513 seats (68%). Although euroskeptic parties secured up to 25% of seats in 2019, this is roughly the same percentage as in the previous EP and such parties did not do as well as some predicted. Analysts point to higher average voter turnout (51% in 2019 versus 43% in 2014) as a key factor in boosting support for pro-EU parties. Although concerns persist about the influence of euroskeptic parties, such parties often have struggled to form a cohesive opposition in the EP; observers question their ability to work together to block legislation or hinder EU policymaking, given that they hold a range of different policy views, including on EU reforms.

The largest euroskeptic group in the current EP is Identity and Democracy (ID), an alliance of far-right euroskeptic parties, including from Italy, France, Germany, the Netherlands, Austria, Denmark, and Finland. The ID encompasses most of the former, stridently anti-EU and nationalist Europe of Nations and Freedom (ENF); it also includes some right-wing parties previously in the European Conservatives and Reformists (ECR), which is concerned about the loss of national sovereignty in the EU, and the now-defunct euroskeptic Europe of Freedom and

Direct Democracy (EFDD). The far-left European United Left/Nordic Green Left (GUE/NGL) includes former communist parties and some EU critics.

The composition of the political groups will be affected if the United Kingdom (UK) leaves the EU (*Brexit*) during the current EP term. The UK’s 73 MEPs would depart, and the overall number of MEPs would fall to 705, but certain EU countries would gain additional seats (according to a previously agreed post-Brexit seat redistribution). S&D, Renew Europe, the Greens, and ECR would lose seats—and potentially some influence—following Brexit.

The United States, Congress, and the EP

Over the last decade, the EP has gained a more prominent role in some aspects of U.S.-EU relations, particularly in light of the EP’s right to approve or reject international agreements. In 2010, the EP initially rejected a U.S.-EU agreement on countering terrorist financing due to EP concerns about U.S. data privacy safeguards. The EP also would have to approve a possible future U.S.-EU trade accord. More generally, the EP’s role in EU lawmaking may affect certain U.S. political or economic interests. For example, the EP was central to shaping the EU’s General Data Protection Regulation, which applies to many U.S. companies doing business in Europe.

Interparliamentary exchanges between Congress and the EP date back to the 1970s. The Transatlantic Legislators’ Dialogue (TLD) has been the formal mechanism for engagement between the U.S. House of Representatives and the EP since 1999. Two TLD meetings usually take place each year to discuss various political and economic issues. Many MEPs have long argued for further enhancing cooperation with Congress, and some U.S. analysts suggest that it might be in U.S. interests for Congress to forge stronger ties with the EP to help improve U.S.-EU relations and reduce frictions. Others assess that structural and procedural differences between Congress and the EP would likely impede more extensive legislative cooperation.

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