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European Commission Work Programme 2026 ‘New’ and ‘Replacement’ EU Acts

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This paper seeks to inform the work of the Windsor Framework Democratic Scrutiny Committee by identifying those initiatives or proposals in the European Commission work programme 2026 which are potentially either ‘replacement acts’ or ‘new acts’ under the Windsor Framework.

This information is provided to Members of the Legislative Assembly (MLAs) in support of their duties, and is not intended to address the specific circumstances of any particular individual. It should not be relied upon as professional legal advice, or as a substitute for it.

Introduction

On 21 October 2025, the European Commission (the Commission) published its work programme for 2026 (CWP 2026)¹ which outlines the key legislative and policy actions it plans to take in the upcoming year.

The CWP 2026 is the second work programme of the second mandate of President von der Leyen, and its contents are shaped by six policy priorities:

1. A new plan for Europe's sustainable prosperity and competitiveness
2. A new era for European defence and security
3. Supporting people, strengthening our societies, and our social model
4. Sustaining our quality of life: food security, water, and nature
5. Protecting our democracy, upholding our values
6. A global Europe: leveraging our power and partnerships

Whilst the legislative initiatives derived from the CWP 2026 are not applicable to the UK as a whole anymore, under the provisions of the UK-EU Withdrawal Agreement, including the Windsor Framework², legislative initiatives and proposals may have implications for Northern Ireland.

Under Article 13(3) of the Windsor Framework, if the EU amends or replaces EU legislation listed in the Annexes of the Windsor Framework Northern Ireland must dynamically align with these changes. Under Article 13(3)(a), which provides for the "Stormont Brake", MLA's have the opportunity to formally object to Northern Ireland's dynamic alignment with an updated EU law³. The final decision to prevent the application of an updated EU law rests with the UK Government.

Under Article 13(4), a new EU act that falls within the scope of the Windsor Framework but which neither amends nor replaces an EU act listed in the

¹ [European Commission work programme 2026](#)

² [The EU-UK Withdrawal Agreement](#), 12 November 2019 (consolidated version 17/05/2025)

³ The Stormont brake can only be used in exceptional circumstances and as a last resort, where the amended or replaced EU law differs significantly from the original law and its application "would have a significant impact specific to everyday life of communities in Northern Ireland in a way that is liable to persist".

Annexes, can be *added* to the Annexes with the agreement of the EU-UK Joint Committee. Before the UK Government can agree with the EU in the Joint Committee, however, the Northern Ireland Assembly must provide cross-community support for the new law to be added to the Framework by passing an ‘applicability motion’.⁴

The Windsor Framework Democratic Scrutiny Committee (DSC) was established to assist with the observation and implementation of Article 13(3)(a) and Article 13(4) of the Windsor Framework. This includes examining and considering replacement acts that would amend or replace those acts that apply in NI under Windsor Framework Annex 2 as well as new EU acts that would apply in NI.

This paper seeks to inform the work of the DSC by identifying those initiatives and proposals in the CWP 2026 which are potentially either ‘replacement EU acts’ (which might be subject to the ‘Stormont Brake’) or ‘new EU acts’ (which would be subject to an applicability motion).

1 Commission Work Programme Analysis

This paper is organised to reflect the structure of the CWP 2026 which is accompanied by five annexes listing the Commission's legislative and non-legislative intentions for 2026, many of which have a strong emphasis on simplification.

CWP Annex I outlines 70 new EU initiatives which haven't yet started their policy or legislative journey. Forty-seven of these new initiatives are legislative and, of that number, there is a significant emphasis on simplification within 25 of them. Annex II lists 20 evaluation and fitness checks the Commission plans to conduct on existing legislation to identify ways to simplify, reduce costs and consolidate rules. Annex III lists 151 pending EU proposals that are likely to progress through the legislative process in 2026. Annex IV outlines 25

⁴ The UK Government may agree to the law applying in Northern Ireland if there are exceptional circumstances or the new EU Act would not create a regulatory border between Great Britain and Northern Ireland.

directives, regulations or decisions that the Commission intends to withdraw and Annex V identifies one regulation it intends to repeal.

Analysis of the CWP 2026 was undertaken to identify potential ‘replacement’ or ‘new’ legislative acts, as defined in The Windsor Framework (Democratic Scrutiny) Regulations 2024.⁵ The DSC may be notified by the UK Government if a new EU act or a replacement EU act has been proposed by the European Commission, or a replacement EU act has been published by the European Union.⁶ However, it is the intention of this paper to provide the Committee with an overview of upcoming and potential EU legislation at the earliest possible stage by highlighting which legislative and non-legislative intentions contained in the CWP 2026 are likely relevant to the work of the Committee.

2 New Initiatives in CWP 2025

The Commission’s new initiatives, which are set out in Annex 1 of the CWP 2026, are listed under one of the following six policy priorities;

1. A new plan for Europe’s sustainable prosperity and competitiveness;
2. A new era for European defence and security;
3. Supporting people, strengthening our societies, and social model;
4. Sustaining our quality of life: food security, water, and nature;
5. Protecting our democracy, upholding our values;
6. A global Europe: leveraging our power and partnerships;

The new initiatives identified in CWP 2026 are categorised as legislative or non-legislative (policy). For the purposes of this paper, legislative initiatives with a subject area that was perceived to be within the scope of Annex 2 of the Windsor Framework and which could result in a replacement or new EU act

⁵ [The Windsor Framework \(Democratic Scrutiny\) Regulations 2024](#), 2 February 2024. These regulations specify that, in relation to the relevant provisions, a replacement EU act means “an EU instrument which amends or replaces any of the EU instruments referred to in the third subparagraph of Article 5(1) of the Windsor Framework, the first indent of heading 1 of Annex 2 to the Framework or headings 7 to 47 of Annex 2 to the Framework” while a new EU act refers to a “new EU instrument which has been notified to the United Kingdom in accordance with Article 13(4) of the Windsor Framework”.

⁶ [The Windsor Framework \(Democratic Scrutiny\) Regulations 2024](#), 2 February 2024, Schedule 6B. Part 2 paragraph 6 (1).

were identified. An initiative was considered to be within scope, if it related to the general policy areas covered by the subheadings in the annexes of the Windsor Framework, for example: 'Plant Health' or 'Animal Welfare'. A number of non-legislative initiatives, for example strategies, were included where it is considered that the area covered was relevant to Annex 2 and therefore had the potential to result in EU Acts which could amend or replace an Annex 2 Act, e.g. the Livestock strategy including elements of animal welfare.

Whilst CWP 2026 provides a brief synopsis of the areas covered by new initiatives, at this early stage in their development there is limited detailed information on their content and scope. It was, therefore, often challenging to make a definitive assessment of the likelihood of these initiatives resulting in new or replacement EU acts.

Analysis of the CWP 2026 highlighted 18 new initiatives that might be relevant to the work of the DSC, 16 of which are legislative initiatives. For comparison, in the 2025 CWP there were nine new legislative initiatives identified as potentially relevant to the work of the DSC. This year's 18 initiatives are listed in Appendix 1 to this paper. Of these 18 new initiatives, seven were considered to be *likely* to result in a replacement or new EU act, while 11 *could* result in a replacement or new act. A short description of each of the 18 new initiatives is provided below under the relevant policy priority, with those likely to result in a replacement or new EU act listed first.

2.1 Initiatives under policy priority 1: 'A new plan for Europe's sustainable prosperity and competitiveness'

Under this policy priority, 12 new initiatives were identified as potential new or replacement EU acts. Of those, seven were considered *likely* to result in new or replacement EU acts while it was considered that five *could* result in new or replacement EU acts.

The **Advanced Materials Act** aims to streamline and simplify regulatory processes, boost EU competitiveness, and foster a more sustainable and circular economy. Advanced materials are those that offer superior properties such as enhanced strength, durability, or lighter weight and play an important

role in sectors such as clean and deep tech, as well as defence and space, e.g. biomaterials used in medical implants, or high strength steel or aluminium alloys used to manufacture lighter, safer and more fuel efficient vehicles. It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2, Subheading 9 'Motor Vehicles' and Subheading 21 'Medical Devices'.

The EU is to set up a **Critical Raw Materials Centre** to monitor, jointly purchase and stockpile those materials categorised as critical raw materials because they are of high economic and strategic importance and are at risk of supply shortage, for example: magnesium, cobalt, silicon metal. They play a key role in smart technologies such as phones and computers, and environmental technology such as electric vehicles and renewable energy infrastructure. It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2 Subheading 47; Other, and, in particular, Regulation (EU) 2024/1252 establishing a framework for ensuring a secure and sustainable supply of critical raw materials.

The **European Biotech Act II** is the second phase of the Biotech Act which was split in two. The first phase, scheduled for the end of 2025, will make multiple provisions on health, in vitro diagnostics, and medical devices, as well as on food and feed. This second phase (Q2/3 2026) aims to make it easier and faster to develop and bring to market biotech products in the EU through regulatory simplification and streamlining, as well as financing, scaling up, and improving access to skills, data and AI. Examples of biotechnology include vaccines, pest-resistant crops and biofertilisers, biofuels, diagnostic tools and gene therapies. It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2 under multiple subheadings, including Subheading 21: Medical Devices, Subheading 24: Pesticide and Biocides, and Subheading 35: GMOs.

The **Circular Economy Act** aims to establish a single market for secondary raw materials, increase the supply of high-quality recycled materials and stimulate demand for these materials in the EU. Firstly it will address e-waste (electronic and electrical equipment), and secondly it will consider a mix of

interventions to foster the single market for waste, secondary raw materials and their use in products. This may cover, among other interventions, the reform of end of waste criteria; the simplification, digitalisation and extension of extended producer responsibility schemes; and setting mandatory criteria for public procurement of circular goods, services and works. It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2 under multiple subheadings, including Subheading 9: Motor Vehicles, including agricultural and forestry tractors, and Subheading 25: Waste.

The **Update of the new legislative framework (NLF) of product rules** aims to improve EU product legislation by increasing harmonisation, cutting regulatory burdens and using digital tools to boost compliance and safety. Simplification is one of the most salient objectives of this revision. Legislative options could include increasing digital integration through the mandatory Digital Product Passport; revising conformity assessment processes; aligning definitions with those set out in recent EU legislation, improving clarity and efficiency in the way notified bodies function and strengthening their oversight; and ensuring timely and consistent responses to non-compliant and dangerous products across Member States.⁷ It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2 under multiple subheadings, including, but not limited to, Subheading 9: Motor Vehicles, including agricultural and forestry tractors, and Subheading 25: Waste.

The **Update of rules on market surveillance and compliance of products** aims to improve the functioning of the single market by improving compliance with EU product harmonisation legislation. It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2 under multiple subheadings, including, but not limited to, Subheadings: 24 Pesticides, Biocides, Subheading 31: Food - Ingredients,

⁷ For more see European Commission [public consultation on revision of the New Legislative Framework](#) (July 2025).

Traces, Residues, Marketing Standards, Subheading 33: Food – Other, and Subheading 35: GMOs.

The **Update of rules on standardisation** aims to accelerate and simplify standard development, improve inclusiveness and balanced stakeholder representation, improve access to standards; and strengthen the EU's role and impact in international standardisation. The EU's standardisation rules aim to facilitate cross-border trade – both within the Single Market and with the rest of the world. It was considered that the initiative is likely to result in new or replacement EU acts because of its potential to impact legislation in Annex 2 under multiple subheadings, including, but not limited to, Annex 2: Subheading: 8 Goods - general provisions, and Subheading 46 Fisheries and Aquaculture.

The **28th Regime: a new legal framework for innovative companies** aims to help companies operating within the Single Market by providing an opt-in system of uniform rules for cross-border operations. It aims to simplify rules within relevant areas of law, including insolvency, labour and tax law. It was considered that the initiative could result in new or replacement EU acts because of its impact on the regulation of the single market which is the primary concern of Annex 2. However, more information will be needed as the initiative develops to determine whether there will be a direct impact on any Annex 2 legislation.

The **European Innovation Act** aims to simplify and streamline the existing regulatory framework within the Single Market and reduce the administrative and regulatory burden faced by innovative companies. It was considered that the initiative could result in new or replacement EU acts because of its impact on the regulation of the single market, but more information will be needed as the initiative develops to determine whether there will be a direct impact on any Annex 2 legislation.

The Commission has, as of yet, provided no further detail on its initiative '**Setting-up of the energy efficiency framework**' or its '**Omnibus to simplify energy product legislation**'. It was considered that both initiatives could result in new or replacement EU acts because of their potential impact on Annex 2 Subheading 26: Environment, Energy Efficiency. However, further information

will be needed as the initiatives develop to determine whether there will be a direct impact on any Annex 2 legislation.

The **Cloud and AI Development Act** is not currently relevant to Annex 2 but it would complement existing EU regulations such as the Artificial Intelligence Act (AI Act). The Committee will be aware that the EU has asked to add the AI Act to Annex 2 and that the UK Government is considering whether to agree to do so.⁸ If the AI Act was added to Annex 2 there would be potential for the Cloud and AI Development Act to have some impact on Annex 2 due to its complimentary nature. The Cloud and AI Development Act aims, among a number of objectives, to increase the secure processing capacity of EU-based cloud providers via a robust regulatory framework for high-performance computing resources and digital infrastructure.

2.2 Initiatives under policy priority 2: A new era for European Defence and Security

One new initiative that was likely to result either in a replacement or new EU act was identified under this Commission policy priority.

The **Simplifying defence and sensitive security procurement** initiative, aims to facilitate cooperation and innovation and further support the European defence industrial base. It was considered that the initiative could result in new or replacement EU acts because of its impact on Annex 2 Subheading 47: Other, and specifically on Directive 2009/43/EC on simplifying terms and conditions of transfers of defence-related products within the Community.

The EU have already put in train a proposed revision of the Defence and Sensitive Security Procurement Directive (2009/81/EC) which is also scheduled for 2026 and which will be monitored by RaISe. It appears that this new initiative announced in the CWP 2026 is an attempt to simplify procurements rules with more urgency.

⁸ For more detail see [Statement from Minister for the Cabinet Office](#) made on 24 April 2025 in the House of Commons.

2.3 Initiatives under policy priority 3: Supporting people, strengthening our societies and social model

Under this policy priority, one new initiative has the potential to result in replacement or new acts.

The **Construction Services Act** aims to lower barriers to cross-border market access for construction and installation services. As the Act will aim to boost construction of homes within the EU, it is unlikely to have a *direct* impact on NI but could result in an indirect impact if it resulted in any amendments to directives under Annex 2 Subheading 14: Construction Products, Machinery, Cableways, Personal Protective Equipment.

2.4 Initiatives under policy priority 4: Sustaining our quality of life: food security, water and nature

Under this Commission policy priority four new initiatives were identified as ones which *could* result either in a replacement or new EU act.

The **Livestock strategy including elements of animal welfare** aims to foster competitiveness, resilience and sustainability in the EU livestock sector and agri-food chain. While it is a non-legislative initiative it has the potential to result in future legislative initiatives that could impact on Annex 2, across multiple subheadings including, but not limited to: Subheading 20: Medicinal Products; Subheading 30: Food - Hygiene; Subheading 34: Feed - Products and Hygiene; Subheading 40: Animal Welfare; and Subheading 43: Official Controls, Veterinary Checks.

The **update of rules on unfair trading practices in the food chain** aims to revise EU rules on tackling unfair trading practices in business-to-business relationships in the agricultural and food supply chain. The original Act governing such rules (Directive (EU) 2019/633) is not listed in WF Annex 2. However, the Committee may wish to note that the EU's other initiative in this area (the proposed regulation to strengthen the position of farmers in the food

supply chain⁹) does amend a number of regulations which apply in Northern Ireland under Annex 2. In short, given that rules governing the protection of farmers in the supply chain are contained in Annex 2, it is possible that an update of rules on unfair trading practices between farmers and businesses could also have some Annex 2 impacts.

The EU's **Vision 2040 for fisheries and aquaculture** is a non-legislative initiative. However, any ensuing legislation could impact Annex 2 subheading 46: Fisheries and Aquaculture.

The EU **Ocean Act** is a legislative initiative to help achieve the targets set out in the EU's Ocean Pact which encourages Member States to designate and manage marine protected areas. Further detail of the Act would need to be analysed when available, but it could impact on Annex 2 subheading 46: Fisheries and Aquaculture, and in particular on regulations governing the conservation of fisheries resources and the protection of marine ecosystems.

3 Evaluations and Fitness Checks

In Annex II of the CWP 2026, the Commission sets out its plans for evaluations and fitness checks on a number of EU laws, policies and EU programmes with the aim of identifying any potential to simplify, reduce costs or consolidate rules. An evaluation assesses a specific law, policy or funding programme for effectiveness, efficiency, relevance, coherence and EU added value. A fitness check focuses on 'identifying how different laws, policies and programmes interact, any inconsistencies or synergies, and their collective impact.'¹⁰

Analysis of evaluation and fitness checks identified 10 relevant to Annex 2 of the Windsor Framework and the remit of the DSC (see Appendix 2 of this

⁹ Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EU) No 1308/2013, (EU) 2021/2115 and (EU) 2021/2116 as regards the strengthening of the position of farmers in the food supply chain [COM\(2024\)577](#)

¹⁰ EU Commission website. [Evaluating laws, policies and funding programmes](#)

paper). All 10 reference EU laws within Annex 2 of the Windsor Framework.

These were the evaluation of:

- the type approval and market surveillance of motor vehicles regulation;
- the market surveillance and compliance of products regulation;
- the fertilising products regulation;
- the cosmetic products regulation;
- the Union regime for the control of exports, brokering, technical assistance, transit and transfer of dual-use items regulation;
- the tobacco control legislative framework;
- the common fisheries policy regulation;
- the European Food Safety Authority;
- the biocidal products regulation; and,
- the animal health regulation.

These evaluations and fitness checks do not represent changes to EU law.

Their aim is to “provide input to future revisions of the policy or legislation, if deemed necessary”.¹¹

4 Pending Proposals

The CWP 2026 is the second work programme of the current mandate. Annex III of the CWP 2026 contains the pending proposals that are likely to progress through the legislative process in 2026. It does not include those proposals which are considered likely to conclude the legislative process within the current (2025) year.

In this paper, legislative proposals were selected as potential replacement or new EU acts, that could be notified to the DSC, if they met at least one of the following criteria:

¹¹ EU Commission website. [Evaluating laws, policies and funding programmes](#)

- they contained a reference to amending or repealing an EU act contained in the relevant parts of Annex 2 of the Windsor Framework; or
- the associated documentation on the EU's online database (EUR-LEX) contained a reference to the Windsor Framework; or
- the relevant EU or UK Government explanatory memoranda indicated that the proposal related to a replacement or new EU act.

Of the one 151 pending proposals, 27 were identified as potential replacement or new EU acts having met at least one of the above criteria. These 27 proposals are listed in Appendix 3 of this paper.

Of the 27 proposals, 16 that met at least one of the above criteria had also been previously identified in the Executive Office's EU legislative table provided to the DSC as proposals likely to result in a potential new or replacement EU act. Each of these 16 proposals were also the subject of a UK Government Explanatory Memorandum.

An additional 11 proposals, which had not previously been identified in the Executive Office's EU legislative table¹² or in a UK Government Explanatory Memorandum¹³ were identified as potential new or replacement EU acts (having met at least one of the above criteria). These pending proposals either contained a reference to amending or repealing an EU act contained in the relevant parts of Annex 2 of the Windsor Framework (seven proposed acts), were a potential new act (four proposed acts) and/or contained a reference to the Windsor Framework/Protocol in its associated documentation in the EU's online database (six proposed acts). The progress of these pending proposals is already being tracked through the EU legislative process by RaISe.

Pending proposals for new acts included: a regulation on **European Union designs (codifications)** under subheading 45 on Intellectual Property in Annex 2 of the Windsor Framework; a regulation on the **supplementary protection certificate for plant protection products (recast)** under subheading 45 on Intellectual Property; a regulation on a **framework for strengthening the**

¹² As of October 2025

¹³ [Explanatory memoranda on EU documents - GOV.UK](#)

availability and security of critical medicinal products under subheading 20 on Medicinal Products; and a regulation on the **European Oceans Pact** under subheading 47 on Fisheries and Aquaculture in Annex 2 of the Windsor Framework. All relevant pending proposals for new and replacement acts are listed in Appendix 3 of this paper.

5 Withdrawals and Repeals

Following the Commission's assessment of pending proposals, 25 proposals pending agreement were listed in Annex IV of the CWP 2026 to be withdrawn. In addition, one regulation was listed for repeal in Annex V. No proposals/acts that were previously identified in the Executive Office's EU legislative table as a new or replacement EU act are to be withdrawn or repealed.

6 Conclusions

Overall, examination of the CWP 2026 identified 55 initiatives (18 new initiatives; 10 evaluation and fitness checks; 27 pending proposals) which could potentially result in a new or replacement EU act which would be notified to the DSC. These 55 initiatives are listed in the appendices to this paper. It should be noted, however, that this is not a definitive list and there is, as yet, limited publicly available information on the content and scope of some of the new initiatives.

New initiatives and pending proposals may have been identified that subsequently are found not to result in a new or replacement EU act, whilst conversely, other initiatives or proposals which have not been identified in this analysis may subsequently be notified to the DSC.

However, regular tracking of these initiatives and proposals, as they proceed through the EU legislative process, should identify those that ultimately will result in a new or replacement EU act under the Windsor Framework. From a monitoring perspective, it is noteworthy that all pending proposals listed in the CWP which are of potential relevance to the work of the Committee, had

already been previously identified by RalSe and the progress of these proposals is already being tracked through the EU legislative process.

7 Next Steps

In the forthcoming 2026 Joint Declaration on the EU's legislative priorities the European Parliament, the Council and the Commission will together set out a number of proposals for priority treatment in the legislative process.¹⁴ The Joint Declaration on the EU legislative priorities for 2026 has been scheduled for approval by the General Affairs Council on 16 December 2025.¹⁵

Before presenting legislative proposals to the European Parliament and the Council, the Commission conducts a thorough impact assessment, evaluating the potential economic, social, and environmental impacts of a policy. This assessment includes input from non-governmental organisations, national authorities, industry experts, and EU advisory bodies.¹⁶ In its 2023 statement on enhanced engagement with stakeholders in Northern Ireland, the Commission committed to ensuring that the views of stakeholders are heard on proposed EU laws that apply to Northern Ireland under the Windsor Framework.¹⁷

Lord Murphy's recent Independent Review of the Windsor Framework¹⁸ and the Northern Ireland Scrutiny Committee's inquiry on 'Strengthening Northern Ireland's voice in the context of the Windsor Framework'¹⁹ have both recognised

¹⁴ European Parliament. Legislative Observatory. [Legislative priorities](#). Accessed 4 March 2025

¹⁵ Council of the European Union. [Note to the Permanent Representatives Committee/Council on Legislative programming: Commission work programme for 2026](#) – Exchange of views. Note 14764/25

¹⁶ Northern Ireland Assembly (2025) [European Commission Work Programme 2025: Enhanced engagement with Northern Ireland stakeholders](#), Research Matters Blog, 6 February 2025

¹⁷ EU Commission, [Commission statement on Enhanced engagement with Northern Ireland stakeholders](#), 27 February 2023

¹⁸ The Right Honorable Lord Murphy of Torfaen (2025) "[Independent Review of the Windsor Framework](#)", September 2025, p 16.

¹⁹ House of Lords Northern Ireland Scrutiny Committee (2025) [Northern Ireland after Brexit: Strengthening Northern Ireland's voice in the context of the Windsor Framework](#), 15 October 2025, p13-14

the crucial importance of early engagement on EU proposals which impact on Northern Ireland.

No formal mechanism currently exists for exchange of information between the Commission and the Northern Ireland Assembly on the Windsor Framework. However, both reviews have provided recommendations regarding how this might be achieved in the future.²⁰

RaISe continues to monitor new and replacement acts that may fall within the scope of Annex 2 and may be relevant to the work of the Committee. These acts are monitored from the earliest possible stage when they are first proposed.

In addition, the UK Government may notify the Committee when a replacement act has been finalised (published in the EU Journal) or when the EU has proposed adding a new act to Windsor Framework Annex.²¹

²⁰See The Right Honorable Lord Murphy of Torfaen (2025) "[Independent Review of the Windsor Framework](#)", September 2025, p 14-17, and House of Lords Northern Ireland Scrutiny Committee (2025) [Northern Ireland after Brexit: Strengthening Northern Ireland's voice in the context of the Windsor Framework](#), 15 October 2025, p13-14 and p85-86.

²¹ Northern Ireland Act 1998, Schedule 6B, Part 2 (6) 'Notification of the Committee'.

Appendix 1: New Initiatives that have the potential to result in a 'new' or 'replacement' act

Full title	Potential Protocol Impact	Indicative Finalisation Time
A new plan for Europe's sustainable prosperity and competitiveness		
28 th Regime: a new legal framework for innovative companies (legislative)	Annex 2: Multiple headings	Q1 2026
European Innovation Act (legislative)	Annex 2: Multiple headings	Q1 2026
Advanced Materials Act (legislative)	Annex 2: Multiple headings, including: Subheading 9 'Motor Vehicles' Subheading 21 'Medical Devices'	Q4 2026
Critical Raw Materials Centre (legislative)	Annex 2: Subheading 47; Other – Regulation (EU) 2024/1252 establishing a framework for ensuring a secure and sustainable supply of critical raw materials	Q2 2026
European Biotech Act II (legislative)	Annex 2: Multiple headings, including: Subheading 21: Medical Devices	Q2/3 2026

	Subheading 24: Pesticide and Biocides Subheading 35: GMOs	
Circular Economy Act (legislative)	Annex 2: Multiple headings, including: Subheading 9: Motor Subheading 25: Waste	Q4 2026
Update of new legislative framework of product rules (legislative)	Annex 2: Multiple headings, including: Subheading: 24 Pesticides, Biocides Subheading 31 Food - Ingredients, Traces, Residues, Marketing Standards; Subheading 33 Food - Other Subheading 35: GMOs	Q3 2026
Update of rules on market surveillance and compliance of products (legislative)	Annex 2: Multiple headings, including: Subheadings: 24 Pesticides, Biocides; 31 Food - Ingredients, Traces, Residues, Marketing Standards; Subheading 33 Food – Other Subheading 35: GMOs	Q3 2026
Update of rules on standardisation (legislative)	Annex 2: Multiple headings, including: Subheading: 8 Goods - general provisions;	Q3 2026

	Subheading 46 Fisheries and Aquaculture	
Setting-up of the energy efficiency framework (legislative)	Annex 2: Subheading 26: Environment, Energy Efficiency	Q3 2026
Omnibus to simplify energy product legislation (legislative)	Annex 2: Subheading 26: Environment, Energy Efficiency	Q2 2026
A new era for European Defence and Security		
Simplifying defence and sensitive security procurement (legislative)	Annex 2: Subheading 47: Other: Directive 2009/43/EC simplifying terms and conditions of transfers of defence-related products within the Community.	Q3 2026
Supporting people, strengthening our societies and social model		
Construction Services Act (legislative)	Annex 2. Subheading 14: Construction Products, Machinery, Cableways, Personal Protective Equipment	Q4 2026
Sustaining our quality of life: food security, water, and nature		

Livestock strategy including elements of animal welfare (Non-legislative)	Annex 2: Multiple headings, including: Subheading 14: Construction Products, Machinery, Cableways, Personal Protective Equipment Subheading 40: Animal Welfare Subheading 43: Official Controls, Veterinary Checks	Q2 2026
Update of rules on unfair trading practices in the food chain (legislative)	Annex 2: Multiple headings, including Subheading 31: Food - Ingredients, Traces, Residues, Marketing Standards Subheading 47: Other	Q3 2026
Vision 2040 for fisheries and aquaculture (Non-legislative)	Annex 2 Subheading 46: Fisheries and Aquaculture	Q2 2026
Ocean Act (legislative)	Annex 2 Subheading 46: Fisheries and Aquaculture	Q4 2026
Potential impact pending addition to Annex 2		
Cloud and AI Development Act (legislative)	Annex 2: Not currently relevant to Annex 2 but potential for some impact pending EU-UK decision on adding AI Act to Annex 2.	Q1 2026

Appendix 2: Annual Plan on evaluations and fitness checks

Full title	Potential Protocol Impact	Indicative Finalisation Time
Evaluation of the type approval and market surveillance of motor vehicles regulation	Annex 2: Subheading 9: Motor Vehicles, including agricultural and forestry tractors	Q3/4 2026
Evaluation of the market surveillance and compliance of products regulation	Annex 2: Multiple subheadings	Q4 2026
Evaluation of the fertilising products regulation	Annex 2: Subheading 23: Chemicals and Related	Q3 2026
Evaluation of the cosmetic products regulation	Annex 2: Subheading 17: Cosmetics, Toys	Q4 2026
Evaluation of the Union regime for the control of exports, brokering, technical assistance, transit and transfer of dual-use items Regulation	Annex 2: Subheading 47: Other	Q4 2026
Evaluation of the tobacco control legislative framework	Annex 2: Subheading 47: Other and Annex 3 (VAT)	Q2 2026
Evaluation of the common fisheries policy regulation	Annex 2 - subheading 46: Fisheries and aquaculture	Q2 2026
Evaluation of the European Food Safety Authority	Annex 2: Subheading 29: Food - General	Q2 2026
Evaluation of the biocidal products regulation	Annex 2: Subheading 24: Pesticides, Biocides	Q4 2026
Evaluation of the animal health regulation	Annex 2, Subheading 36: Live Animals, Germinal Products and Products of Animal Origin	Q2 2026

Appendix 3: Pending Proposals

Full title	Potential Annex 2 Impact	References
A new plan for Europe's sustainable prosperity and competitiveness		
Potential Annex 2 Replacement Acts		
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EC) No 1272/2008, (EC) No 1223/2009 and (EU) 2019/1009 as regards simplification of certain requirements and procedures for chemical products	Amends: 23: Chemicals and Related: (EC) 1272/2008, (EU) 2019/1009 17: Cosmetics, Toys: (EC) 1223/2009 UKG EM available Identified by TEO	COM (2025) 531 final 2025/0531 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulation (EU) 2024/2865 as regards dates of application and transitional provisions	Amends: 23: Chemicals and Related: (EC) 1272/2008 (amended by (EU) 2024/2865) UKG EM available Identified by TEO	COM (2025) 526 final 2025/0526 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the European Chemicals Agency and amending Regulations (EC) No 1907/2006, (EU) No 528/2012 and (EU) 2019/1021	Potentially amends: 23: Chemicals and Related: (EC) 1907/2006, (EU) 2019/1021. 24: Pesticides and Biocides : (EU) No 528/2012 UKG EM available Identified by TEO	COM (2025) 386 final 2025/0207 (COD)

Full title	Potential Annex 2 Impact	References
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EU) No 765/2008, (EU) 2016/424, (EU) 2016/425, (EU) 2016/426, (EU) 2023/1230, (EU) 2023/1542 and (EU) 2024/1781 as regards digitalisation and common specifications	Amends: 8 : Goods-general provisions: (EC) N° 765/2008 11: Gas appliances: (EU) 2016/426 14: Construction products, Machinery, Cableways, PPE : (EU) 2016/424, (EU) 2016/425 23: Chemicals and Related: EU) 2023/1542 26: Environment, Energy Efficiency: (EU) 2024/1781 UKG EM available Identified by TEO	COM (2025) 504 final, 2025/0134 (COD)

Full title	Potential Annex 2 Impact	References
Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Directives 2000/14/EC, 2011/65/EU, 2013/53/EU, 2014/29/EU, 2014/30/EU, 2014/31/EU, 2014/32/EU, 2014/33/EU, 2014/34/EU, 2014/35/EU, 2014/53/EU, 2014/68/EU and 2014/90/EU of the European Parliament and of the Council as regards digitalisation and common specifications	Amends: 8 : Goods-general provisions: (EU) N° 1025/2012 10: Lifting and mechanical appliances: 2014/33/EU 12: Pressure vessels: 2014/29/EU, 2014/68/EU 13: Measuring Instruments: 2014/31/EU, 2014/32/EU 14: Construction products, Machinery, Cableways, PPE: 2000/14/EC 15: Electric and Radio Equipment: 2014/30/EU, 2014/34/EU, 2014/35/EU 18: Recreational Craft: 2013/53/EU 23 : Chemicals and related: 2011/65/EU 27: Marine Equipment: 2014/90/EU UKG EM available Identified by TEO	COM(2025) 503 final, 2025/0133 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EU) 2016/679, (EU) 2016/1036, (EU) 2016/1037, (EU) 2017/1129, (EU) 2023/1542 and (EU) 2024/573 as regards the extension of certain mitigating measures available for small and medium sized enterprises to small mid-cap enterprises and further simplification measures	Amends: 5: Trade defence instruments: (EU) 2016/1036, 2016/1037 23: Chemicals and Related: (EU) 2023/1542 26: Environment, Energy Efficiency: (EU) 2024/573	COM (2025) 501 final/3, 2025/0130 (COD)

Full title	Potential Annex 2 Impact	References
Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Directive 2014/32/EU as regards electric vehicle supply equipment, compressed gas dispensers, and electricity, gas and thermal energy meters	Amends: 13: Measuring Instruments:2014/32/EU	COM(2024) 561 final, 2024/0311 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the protection of animals during transport and related operations, amending Council Regulation (EC) No 1255/97 and repealing Council Regulation (EC) No 1/2005	Amends: 40: Animal Welfare: (EC) N° 1255/97 Repeals and replaces: 40: Animal Welfare (EC) No 1/2005 UKG EM available Identified by TEO	COM(2023)770 final, 2023/0448 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on circularity requirements for vehicle design and on management of end-of-life vehicles, amending Regulations (EU) 2018/858 and 2019/1020 and repealing Directives 2000/53/EC and 2005/64/EC	Amends: 9: Motor vehicles, including agricultural and forestry tractors:(EU) 2018/858 26: Environment, Energy Efficiency: (EU) N° 2004/42/EC, Repeals and replaces: 9: Motor vehicles, including agricultural and forestry tractors: 2005/64/EC UKG EM available Identified by TEO	COM(2023)451 final, 2023/0284 (COD)

Full title	Potential Annex 2 Impact	References
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the production and marketing of forest reproductive material, amending Regulations (EU) 2016/2031 and 2017/625 of the European Parliament and of the Council and repealing Council Directive 1999/105/EC (Regulation on forest reproductive material)	Amends: 41: Plant Health: (EU) 2016/2031 43: Official Control, Veterinary Checks: (EU) 2017/625 Repeals and replaces: 42: Plant Reproductive Material: 1999/105/EC UKG EM available Identified by TEO	COM(2023)415 final, 2023/0228 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the production and marketing of plant reproductive material in the Union, amending Regulations (EU) 2016/2031, 2017/625 and 2018/848 of the European Parliament and of the Council, and repealing Council Directives 66/401/EEC, 66/402/EEC, 68/193/EEC, 2002/53/EC, 2002/54/EC, 2002/55/EC, 2002/56/EC, 2002/57/EC, 2008/72/EC and 2008/90/EC (Regulation on plant reproductive material)	Amends: 41: Plant Health: (EU) 2016/2031 43: Official Control, Veterinary Checks: (EU) 2017/625 33: Food-Other: (EU) 2018/848 Repeals and replaces: 42: Plant Reproductive Material: 66/401/EEC, 66/402/EEC, 68/193/EEC, 2002/53/EC, 2002/54/EC, 2002/55/EC, 2002/56/EC, 2002/57/EC, 2008/72/EC, 2008/90/EC UKG EM available Identified by TEO	COM(2023) 414 final, 2023/0227 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the Union Customs Code and the European Union Customs Authority, and repealing Regulation (EU) No 952/2013	Amends: 1: General customs aspects: (EU) No 952/2013 UKG EM available Identified by TEO	COM(2023)258 final, 2023/0156 (COD)

Full title	Potential Annex 2 Impact	References
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the unitary supplementary protection certificate for medicinal products, and amending Regulation (EU) 2017/1001, Regulation (EC) No 1901/2006 as well as Regulation (EU) No 608/2013	Amends: 20: Medicinal Products: (EC) No 1901/2006 (except Article 36)	COM (2023)222 final, 2023/012 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL laying down Union procedures for the authorisation and supervision of medicinal products for human use and establishing rules governing the European Medicines Agency, amending Regulation (EC) No 1394/2007 and Regulation (EU) No 536/2014 and repealing Regulation (EC) No 726/2004, Regulation (EC) No 141/2000 and Regulation (EC) No 1901/2006	Amends: 20: Medicinal Products: (EC) No 1394/2007, (EU) No 536/2014 (Chapter IX only), (EC) No 1901/2006 (except Article 36) Repeals and replaces: 20: Medicinal Products: (EC) No 726/2004, (EC) No 141/2000, (EC) 1901/2006 UKG EM available Identified by TEO	COM(2023)193 final, 2023/0131 (COD)
Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the Union code relating to medicinal products for human use, and repealing Directive 2001/83/EC and Directive 2009/35/EC	Repeals and replaces: 20: Medicinal Products: 2001/83/EC, 2009/35/EC UKG EM available Identified by TEO	COM(2023)192 final, 2023/0132 (COD)
Potential Annex 2 New Acts		
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on European Union designs (codifications)	Impacts on: 45: Intellectual Property	COM(2025) 353 final, 2025/0190 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the welfare of dogs and cats and their traceability	Impacts on: 40: Animal Welfare UKG EM available Identified by TEO	COM(2023)769 final, 2023/0447 (COD)

Full title	Potential Annex 2 Impact	References
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the supplementary protection certificate for plant protection products (recast)	Impacts on: 45: Intellectual property	COM(2023)223 final, 2023/0128 (COD)

A new era for European Defence and Security

Potential Annex 2 Replacement Acts

Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Directives 2009/43/EC and 2009/81/EC, as regards the simplification of intra-EU transfers of defence-related products and the simplification of security and defence procurement	Amends: 47: Other: 2009/43/EC	COM (2025) 823 final, 2025/0176 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EC) No 1907/2006, (EC) No 1272/2008, (EU) No 528/2012, (EU) 2019/1021 and (EU) 2021/697 as regards defence readiness and facilitating defence investments and conditions for defence industry	Amends: 23: Chemicals and related: (EC) No 1907/2006, (EC) No 1272/2008, (EU) 2019/1021 24: Pesticides, Biocides: (EU) No 528/2012	COM (2025) 822 final, 2025/0176 (COD)

Potential Annex 2 New Acts

Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL laying a framework for strengthening the availability and security of critical medicinal products as well as the availability of, and accessibility of, medicinal products of common interest, and amending Regulation (EU) 2024/795	Impacts on: 13: Measuring Instruments 20: Medicinal products	COM (2025) 102 final, 2025/0102 (COD)
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Sustaining our quality of life: food security, water, and nature

Potential Annex 2 Replacement Acts

Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulation (EU) 2021/2115 as regards the conditionality system, types of intervention in the form of direct payment, types of intervention in certain sectors and rural development and annual performance reports and Regulation (EU) 2021/2116 as regards data and interoperability governance, suspensions of payments annual performance clearance and controls and penalties	Amends: 31: Food - Ingredients, Traces, Residues, Marketing Standards: (EU) 2021/2116	COM (2025) 236 final, 2025/0236 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EU) No 1038/2013, (EU) 2021/2115 and (EU) No 251/2014 as regards certain market rules and sectoral support measures in the wine sector and for aromatised wine products	Amends: 45: Intellectual property: (EU) No 251/2014 UKG EM available Identified by TEO	COM (2025) 137 final, 2025/0071 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulations (EU) No 1308/2013, (EU) 2021/2115 and (EU) 2021/2116 as regards the strengthening of the position of farmers in the food supply chain	Amends: 31. Food - Ingredients, Traces, Residues, Marketing Standards: (EU) No 1308/2013 (Section 1, Chapter 1 of Title II of Part II only), (EU) 2021/2116 45: Intellectual property: (EU) No 1308/2013 (Section 2 and 3, Chapter 1 of Title II of Part II only) UKG EM available Identified by TEO	COM (2024) 577 final, 2024/0319 (COD)
Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on plants obtained by certain new genomic techniques and their food and feed, amending Regulation (EU) 2017/625	Amends: 43: Official Controls, Veterinary Checks: (EU) 2017/625 UKG EM available Identified by TEO	COM (2023) 411 final, 2023/0226 (COD)

Delivering together and preparing our Union for the future

Potential Annex 2 Replacement Acts

Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Regulation (EU) No 1308/2013 as regards the school fruit, vegetables and milk scheme ('EU school scheme'), sectoral interventions, the creation of a protein sector, requirements for hemp, the possibility for marketing standards for cheese, protein crops and meat, application of additional import duties rules on the availability of supplies in time of emergencies and severe crisis and securities	Amends: 31. Food - Ingredients, Traces, Residues, Marketing Standards: (EU) No 1308/2013 (Section 1, Chapter 1 of Title II of Part II only) 47: Other: (EU) No 1308/2013 (Part III only)	COM (2025) 553 final, 2025/0237 (COD)
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Potential New Annex 2 Act

Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the conditions for the implementation of the Union support to the Common Fisheries Policy, to the European Ocean Pact and of the Union's maritime and aquaculture policy as part of the National and Regional Partnership Fund set out in Regulation (EU) [...] [NRP Fund] for the period from 2028 to 2034	Impacts on: Annex 2/ Subheading 46/ Fisheries and aquaculture	COM (2025) 559 final, 2025/0235 (COD)
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