



COUNTRY REPORT: SPAIN

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I. How has parliamentary law-making practice changed during the pandemic in the state you are studying?

- **Briefly describe the new practices.**
- **Evaluate these practices. In your opinion, do these practices empower, disempower or not change anything regarding parliamentary law-making powers and practice?**

Spain was hit by the Covid-19 pandemic really very severely and not exclusively in the sense that refers to accountability. The country had already been suffering for quite a long period from governmental instability. In 2019, three legislatures followed one another. The year started with the final part of the controversial XII Legislature in spring. The short XIII Legislature that followed did not bring any governmental result and, by the end of the year, with the electoral results of November 2019, the beginning of the XIV Legislature required a coalition government of the left² (the first coalition government since the country's transition to democracy) with the perspective of stability for a four-year legislature. Pedro Sánchez was appointed president, with votes from Unidas Podemos, PNV, Más país-Compromís, Nueva Canarias, BNG and Teruel Existe – in total, 167 votes in favour and 165 votes against.

The two parties that were called to lead the country had maintained a rather reserved attitude to each other until then. Unidas Podemos was, in a way, a political evolution of the youth movement of 2011, expressing disapproval of almost every aspect of the

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² PSOE. (2019, December 30) *Acuerdo de coalición progresista entre PSOE y Unidas Podemos*.

<https://www.psoe.es/actualidad/documentos-de-interes/acuerdo-de-coalicion-progresista-entre-psoe-y-unidas-podemos/>

“establishment”, considering the PSOE a part of it – but after several years of parliamentary experience, this can be considered the distant past. The main party of the coalition was the PSOE, the more than 100-year old Spanish socialist party that was emerging not unscathed from a rearrangement of the country’s party system – actually both governmental parties, on the left and the right, had resoundingly felt that rearrangement. The PSOE leader, Pedro Sánchez, had challenged for both the leadership of the party and for the presidency of the government. A coalition government of the two main parties of the left seemed feasible. The governmental agreement was announced at the end of December 2019 and the new coalition government promised loyalty but not “a rose garden” – in any event, it was facing a challenge³.

The outbreak of the pandemic, before the government had completed 100 days in office⁴, was an unexpected issue that would seriously challenge any government. The pandemic was a kind of baptism of fire for the new Spanish government. The fragmentation of Spanish politics and increased electoral mobility of recent years were also factors determining the limits of governmental action. The conjuncture of events was not at all favourable. However, no government could permit the country to collapse. The constitution then becomes a stable reference for times of emergency.

The declaration of a state of emergency on the 14 of March 2020⁵ (that extended until the 21 June 2020⁶) made explicit the exceptional and devastating circumstances the country had to respond to and channeled the constitutional provisions for such an

³ In any event, minority governments are in need of additional votes in order to develop their political plan and implement their policies; continuous negotiation among parties at the national and regional levels must be carefully maintained in Spain to reach agreements backing governmental action. An example of such a political approach is the government of José Luis Rodríguez Zapatero. See Fieldz, Bonnie N. (2010, May 20) *Legislative politics, non-statewide parties and a minority government performance: Spain under Zapatero*, seminar CIP, IPP, CSIC, Madrid. <http://ipp.csic.es/en/event/seminario-cip-legislative-politics-non-statewide-parties-anda-minority-government-performance>.

⁴ Sánchez, Santiago B. (2020, April 23). Gobierno de Sánchez cumple 100 días a la sombra de una pandemia. *Anadolu Agency* <https://www.aa.com.tr/es/an%C3%A1lisis/gobierno-de-s%C3%A1nchez-cumple-100-d%C3%ADas-a-la-sombra-de-una-pandemia/1815318>.

⁵ BOE-A-2020-3692.

⁶ The Royal Decree 476/2020, of March 27 extended the state of alarm declared by the RD 463/2020, of March 14, declaring the state of alarm for the management of the situation of health crisis caused by COVID-19; other 5 Royal Decrees (RD) followed until June 21, i.e. RD487/2020, RD492/2020, RD514/2020, RD537/2020 and RD555/2020. In autumn, the RD 926/2020 of October 25 declared the state of alarm for another 15 days, see Universidad de Málaga, Asesoría Jurídica, Normativa Consolidada: crisis sanitaria Covid-19 <https://www.uma.es/asesoria-juridica/noticias/normativa-consolidada-declaracion-del-estado-de-alarma-por-la-crisis-sanitaria-covid-19/>.

emergency⁷. Four days before that, however, the congress president⁸, after a meeting of the board of party spokespersons, announced the postponement of the plenary session scheduled for that week and all parliamentary activity by agreement of the bureau⁹. The congress president stated that the main reason for the decision was the Vox party-announcement that the party's MPs would not attend any parliamentary meeting scheduled for that week, because one of their members had tested positive for Covid-19¹⁰. The democratic legitimacy of plenary voting and adopted decisions was at stake, VOX being the third party in the congress with 52 seats¹¹.

Two days later, on the 12 March, by agreement of the congress's board of party spokespersons, the president announced that parliamentary activity of the two following weeks would be postponed, stating, however, that parliament was not closing and was to remain operative for any urgent issue¹². The congress registry limited the daily hours of personal attendance, giving priority to electronic registering. Teleworking was available for staff and a minimum service guaranteed the operability of the chamber. On the same day, the Bureau approved congress's contingency plan¹³. According to the Constitution (Art. 116, paragraph. 5), in the event of a state of alarm parliament should remain operative as well as the rest of the constitutional authorities, and should not interrupt its activities during the state of alarm¹⁴.

⁷ As one of the three states of constitutional abnormality (state emergency and state of siege are the others), Art. 116 CE and Organic Law 4/1981, see García de Enterría Ramos, A. and Navarro Mejía, I. (2020). The action of the Spanish Parliament during the state of alarm for the management of the COVID-19 outbreak. *Revista de las Cortes Generales*, 108 (Primer semestre), 245-288, <https://doi.org/10.33426/rcg/2020/108/1487>

⁸ Spain. Congreso de los Diputados. (2020, March 10). *El Congreso aplaza la actividad parlamentaria y suspende visitas y actos extraparlamentarios ante la extensión del coronavirus* https://www.congreso.es/notas-de-prensa?p_p_id=notasprensa&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view¬asprensa_mvcPath=detalle¬asprensa_notaid=35209

⁹ With the exception of the hearing of the Minister of Health before the Commission for Health and Consumption that was then also postponed the following day.

¹⁰ Aduriz, Íñigo (2021 September 17). Vox pidió por carta a Batet anular la agenda del Congreso por la COVID y luego recurrió la paralización al Constitucional. *El Diario*. https://www.eldiario.es/politica/vox-pidio-carta-batet-anular-agenda-congreso-pandemia-luego-recurrio-paralizacion-tc_1_8312444.html

¹¹ Vega, Nuria (2020, March 10). El Congreso suspende el pleno de esta semana tras el contagio de Ortega Smith por coronavirus. *El Correo*. <https://www.elcorreo.com/politica/congreso-suspende-actividad-20200310115406-ntrc.html>

¹² Spain. Congreso de los Diputados. (2020, March 12). *El Congreso aplaza su actividad durante las próximas dos semanas* https://www.congreso.es/notas-de-prensa?p_p_id=notasprensa&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view¬asprensa_mvcPath=detalle¬asprensa_notaid=35249

¹³ Spain. Congreso de los Diputados. (2020, May 12). *La Mesa aprueba el Plan de Contingencia para garantizar la protección de la salud en el Congreso de los Diputados ante el coronavirus* https://www.congreso.es/web/guest/notas-de-prensa?p_p_id=notasprensa&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view¬asprensa_mvcPath=detalle¬asprensa_notaid=35989

¹⁴ Spain. Congreso de los Diputados. *Constitución Española* <https://app.congreso.es/consti/constitucion/indice/titulos/articulos.jsp?ini=116&tipo=2>

On the 18 March, Pedro Sánchez appeared before the congress plenary to inform about declaring a state of emergency according to Art. 116 of the Spanish constitution and Art. 162 of the standing orders of the congress¹⁵. On the following day, congress, by decision of its bureau, suspended the setting of deadlines affecting the initiatives in processing and this suspension was lifted by the bureau on 7 April, with effect from 13 April¹⁶.

The senate followed a more or less similar procedure from 12 March when by agreement of the bureau, the chamber authorised telematic voting for plenary sessions for senators, postponed sessions and commissions for fifteen days, suspended the setting of the statutory deadlines regarding registration of initiatives from the 13 March and reduced the daily hours of in-person registry. The next meeting of the bureau, on 17 March, confirmed these decisions and suspended in-person registry of the chamber. It also concluded that plenary sessions and commissions meetings could not be held by video conference¹⁷. The suspension of the plenary sessions was lifted on 14 April by the bureau of the senate and a plenary control session took place on the 21 April, consisting of questions and interpellations and, in the same way, two plenary sessions on the control of the government on 7 and 19 May.

In both chambers the governing bodies could hold hybrid meetings which was the practice for the entire state of alarm period. The bureau and the board of party spokespersons of the chambers regulated the operation of parliament during the state of alarm. The legal framework imposed limitations on the functioning of the congress and the senate with restrictions and recommendations to maintain health standards. Legislative activities were not suspended¹⁸.

However, regarding congress, the results of the voting procedures that prorogued the royal decrees of the state of alarm in spring of 2020, and the progressive reduction of the votes in favour of the parliamentary authorisation¹⁹ indicated the influence of some prior factors, i.e., the difficulties that a minority coalition government was facing in the context of a polarized and fragmented party system. Criticism and uneasiness were

¹⁵ Spain. Congreso de los Diputados. *Reglamento del Congreso* <https://www.congreso.es/cem/T7Cap3>

¹⁶ Spain. BOCG, serie D, núm.57 de 24 de marzo de 2020, pág. 1 and BOCG, serie D, núm.64 de 13 de abril de 2020, pág.10, respectively.

¹⁷ Spain. Senado. (2020). *Actas de las reuniones de la Mesa del Senado*, XIV Legislatura, Actas de la reuniones 13 and 14 of the XIV Legislature <https://www.senado.es/web/composicionorganizacion/organossenado/mesa/actasmesasenado/index.html>

¹⁸ see García de Enterría Ramos, A. and Navarro Mejía, I. *ibid*

¹⁹ Hedgecoe, Guy (2020, May 18). Coronavirus makes everything worse for Pedro Sánchez. *Politico* <https://www.politico.eu/article/coronavirus-makes-everything-worse-for-pedro-sanchez/>

expressed in the political debate, in parliamentary action, in legal action and in the mass media. Critics attacked the general governance of the Covid-19 crisis²⁰ and focused on the prolonged lock-down, restrictions on human rights, the centralism of the decision-making, the concentration of powers in the executive, the role of the local governments, the limited control of the government by the legislative²¹ in the economic management of the pandemic, the suspension of the statutory deadlines, and objections to the declaration of the state of alarm itself.

II. Looking at formal changes and the practice of law-making in the state you are studying, has respect for the rule of law increased, decreased or not changed at all during the pandemic? Please elaborate on the question.

Both periods of the state of emergency, from March to June 2020 and from October 2020 to May 2021 and their respective legal basis were challenged by the opposition before the Constitutional Court. Vox appealed on the grounds of unconstitutionality before the Constitutional Court – governmental responsibility in such an emergency period is explicitly included in the provisions of the Art. 116.6 of the Spanish constitution. The court (TC 148/2021 of 14 July 2021 and TC 183/2021 of 27 October 2021²²) after a long procedure of examination, found some measures unconstitutional and recommended annulment of certain articles.

Under this perspective, the rule of law prevailed. Regarding political practice of the period, declaring a state of emergency to respond to the devastating situation the country was facing, not only indicated a clear choice for constitutional stability, but also for strictness and rigour. Of course, this choice was, by definition, characterized by concentrating power in the executive during the emergency period – as a redeeming feature, constitutional provisions require the operation of parliament, and not just as an oversight function. The conditions under which the two chambers, the congress and the senate, operated during the state of alarm were less than ideal. However, the pandemic was a completely new challenge. Attempting to assess the optimal combination of measures for legislative operability in the context of the pandemic is in all probability like getting into quicksand.

²⁰ Royo S. (2020). Responding to COVID-19: The Case of Spain. *European policy analysis*, 6(2), 180–190. <https://doi.org/10.1002/epa2.1099>

²¹ Abellán Artacho, P. (2020). Sobre el control parlamentario al gobierno central y a los gobiernos autonómicos durante la crisis del Coronavirus, *Cuadernos Manuel Giménez Abad*: 19 (122-134), Fundación Manuel Giménez Abad de Estudios Parlamentarios y del Estado Autonómico <https://dialnet.unirioja.es/servlet/articulo?codigo=7453328>

²² BOE-A-2021-13032 and BOE-A-2021-19512.

Considering that Spain until the end of 2019 faced a quite turbulent governmental period, paradoxically, the XIV legislature seems to again confirm the abilities of a consolidated democracy. Although in the framework of a polarized party system and under abnormal circumstances, the overall legislative production of 2020 and 2021 exceeds, by far, that of 2019 (the end of the XII and the XIII Legislatures), a year in which legislative practice appears more or less paralysed. At the same time, however, the number of laws and international conventions increased: they were ratified or authorised by urgent procedures, as well as the number of royal-decree laws and omnibus laws. In emergency situations, an increase in such types of legislation is expected. In the case of Spain, nonetheless, a different trend seems to have been followed: royal-decree laws, once validated by congress, are processed as draft-bills, mostly by urgent procedure. This feature is a basic parameter in the increased legislative production during 2020 and 2021. Although this characteristic of the Spanish legislative practice needs much more in-depth examination, it could be considered as an attempt by the government to “parliamentarise” an important part of the legislative activity of the executive during the pandemic. Referring to the content in legislative production in 2020 and 2021, it can be argued that at least the part of the legislation processed by urgent procedures focused mostly, if not exclusively, on issues strictly responding to the pandemic and in a transversal way.

At the same time, the Spanish Constitution imposes the use of decrees in its provisions for a state of alarm. In this sense and given the delegation of powers to the competent authorities in their respective areas of responsibility directed by the President of the Government (RD 463/2020), emergency legislation would be produced and implemented by regulatory initiatives. Royal-decree laws and/or royal decrees and ministerial orders, as forms of the legislative and regulatory powers of the executive, are expected to be limited in cases of urgent need. Indeed, the period of the pandemic is such a case and there is an increase in the application of these forms in 2020 and 2021. However, scholars had already underlined the possible abuse of such sources of law-making²³ concerning the legislative practice during the period of the last economic crisis. The issue for the Spanish case is that governmental instability in the year previous to the pandemic presents an already high level of such legislative and

²³ Arana García, E. (2013). Uso y abuso del Decreto-Ley. *Revista de Administración Pública*, 191 (337-365)

regulatory forms. Whether this is a feature pointing to a possible crisis of Spanish politics requires a longer term examination.

On the other hand, considering the oversight function of parliament, it is obvious that in 2020 and 2021, a very significant increase took place of oral and written means of control of the government compared to that of 2019. The numbers show that the oversight function is very active during 2020 and 2021. At the same time, indirect oversight referring to the political orientation of the executive is also very active during the same period. Apart from a clear indicator of the critics and the pressure of the opposition to the government, numbers are also indicative of the functioning of the parliamentary oversight.

In any event, Art. 116 also specifies political responsibility during a state of alarm (Art. 116.6) and judicial means were employed by the opposition parties regarding the constitutionality of legislative production during the pandemic. The verdicts of the constitutional court in these cases show that the unconstitutionality issues raised by the opposition on the royal decrees declaring the state of alarm were treated by parts, and specific articles of them declared invalid on the ground of unconstitutionality. Examining the procedures and the scope of the Constitutional Court exceeds by far the limits of this brief report. Nevertheless, the fact that the legislative initiatives of the executive were judicially processed is, by itself, a clear indication of the respect for the rule of law.

Table 1: Formal changes

| Country_Name | Legal act | Chamber | Short description | Year |
|--------------|---|---------------------------|---|----------|
| SPAIN | Acuerdo de la Junta de Portavoces – Nota de Prensa: “El Congreso aplaza la actividad parlamentaria y suspende visitas y actos extraparlamentarios ante la extensión del coronavirus.” | Congreso de los Diputados | The President of the Congress Meritxell Batet, after a meeting of the Board of Party Spokespersons, called off the plenary session and suspended the rest of the parliamentary activity, until the meeting, two days later, of the Bureau and the Board of the Party Spokespersons of the Congress to decide on the organization of the parliamentary activity and guarantee the normal operation of the Parliament. Teleworking option was offered to the staff of the Congress. The suspension took place after the announcement of Vox (52 seats, 3 rd party) that their MPs would not attend any of the activities of the Parliament as one party MP found infected by Covid-19. The framing of the decision referred to the democratic legitimacy of the parliamentary resolutions and decisions. | 10/03/20 |
| | Acuerdo de la Junta de Portavoces – Nota de Prensa: “El Congreso aplaza su actividad durante las próximas dos semanas.” - Plan de actuación del Congreso de los Diputados en referencia a la situación epidemiológica producida por la extensión del Coronavirus, C2.5 | Congreso de los Diputados | The President of the Congress announced that the Congress would postpone its activities for the following two weeks, after the agreement by the Board of Party Spokespersons, at the proposal of the Presidency and in agreement with the health authorities. However, the President clarified that the Congress was not closed, and it “would continue to operate for any urgent issues”; the next plenary session was announced and telematic vote was put at the disposal of MPs. The General Registry of the Congress also reduced the hours of personal attendance, while maintained the electronic registry. | 12/03/20 |
| | Real Decreto 463/2020, de 14 de marzo, por el que se declara el estado de alarma para la gestión de la situación de crisis sanitaria ocasionada por el COVID-19. [RD 476/2020, RD 487/2020, RD 492/2020, RD 514/2020, RD537/2020 and RD555/2020] | Congreso de los Diputados | Royal Decree 463/2020, of March 14, declaring the state of alarm for the management of the health crisis situation caused by the COVID-19. On May 18, the President of the Government informed the Plenary of the Congress. The state of alarm maintained through Royal Decrees that were prorogued by the Congress until June 21 st ; the Congress also approved Royal Decree-Laws during that period. The state of alarm declared again in October 2020, RD926/2020 (25/10/2020), prorogued by the RD 956/2020 (03/11/2020) for 6 months, until May 9, 2021. However, Vox raised questions of unconstitutionality of the Royal Decrees declaring the state of alarm of both periods, of March to June 2020 and of October to May 2021. The Constitutional Court issued verdict for both cases. The TC Ruling number 148/2021, of July 14 2021 (BOE-A-2021-13032) and the TC Ruling Number 183/2021, of October 27 2021 (BOE-A-2021-19512) declared partly the invalidity of some articles on the grounds of unconstitutionality. | 14/03/20 |
| | Acuerdo de la Mesa del Congreso de los Diputados por el que se regula la votación por el procedimiento telemático Acuerdo de la Mesa del Congreso por el que se suspende el cómputo de los plazos reglamentarios que afectan a las iniciativas que se encuentren en tramitación en la Cámara, hasta que la Mesa levante dicha suspensión, y de los plazos administrativos y de prescripción y caducidad de los procedimientos administrativos del Congreso de los Diputados, desde el día de la entrada en vigor del Real Decreto 463/2020, de 14 de marzo (BOCG, serie D, núm.57 de 24 de marzo de 2020, pág. 1). | Congreso de los Diputados | The extension of the state of alarm made necessary the generalization of the telematic voting, regulated by agreement of the Bureau of the Congress of March 19, 2020. The same day, it was agreed to suspend the computation of the statutory deadlines that affected the initiatives in process until the Board lifted the suspension. | 19/03/20 |
| | Acuerdo de la Mesa de la Cámara del día 7 de abril de 2020 levantando la suspensión del cómputo de todos los plazos reglamentarios que afectan a las iniciativas que se encuentran en tramitación en la Cámara, con efectos desde el día 13 de abril. (BOCG, serie D, núm.64 de 13 de abril de 2020, pág.10) | Congreso de los Diputados | The computation of the statutory deadlines started again on April 13 by the Bureau and, from that moment, questions and interpellations (oral control) were added in the order of the day (plenary control sessions), starting from April 15. It was decided not to include motions as a consequence of interpellation or non-legislative proposals for the difficulties that telematic voting would provoke. | 13/04/20 |
| | | | Telematic voting was already regulated in the Standing Order of both Chambers, since 2011 for the Congress (Art. 82) and since 2013 for the Senate (Art. 92). During the pandemic, the agreements of the Chambers’ Bureaux referred to the generalization of its use for the plenary voting procedures. | |
| | Reunión de la Mesa del Senado, Actas, Reunión No 13, XIV Legislatura. Acuerdo que: autoriza la emisión del voto telemático para las Senadoras y los Senadores en relación con la autorización del Protocolo al Tratado del Atlántico Norte sobre la adhesión de la República de Macedonia del Norte hecho en Bruselas el 6 de febrero de 2019, incluida en el orden del día de la próxima sesión plenaria; desconvoca las sesiones de las Comisiones de la Cámara y de sus órganos previstas para las próximas dos semanas. Suspende desde el día 13 de marzo el cómputo de los plazos reglamentarios que afectan a las iniciativas que se encuentran en tramitación en la Cámara hasta que la Mesa levante la suspensión; establece como horario del Registro presencial del Senado, de 10 a 14 horas de lunes a viernes, salvo festivos, para hacer efectivas las medidas de conciliación y corresponsabilidad adoptadas. | Senado | Agreement of the Bureau of the Senate that authorized telematic vote for all Senators for the ratification of the Protocol to the North Atlantic Treaty on the Accession of the Republic of North Macedonia, scheduled for the next plenary session; called off the sessions of the Commissions of the Senate and of their bodies scheduled for the next two weeks; suspended from March 13 the computation of the deadlines that affected the in-process initiatives until the Board lifted the suspension; reduced the in-person registry hours, to make effective the conciliation and co-responsibility measures adopted. | 12/03/20 |
| | Reunión de la Mesa del Senado, Actas, Reunión número 14. XIV Legislatura. | Senado | The Senate Bureau (after the approval of Royal Decree 463/2020, of 14 March, declaring the state of alarm for the management of the health crisis situation caused by COVID-19) agreed to suspend registration in person, to suspend plenary and committees’ sessions, authorise the use of electronic means to facilitate presentation and registration of parliamentary initiatives, to suspend administrative deadlines for all administrative proceedings of the Senate, until 31.03.2020. However, during this period decided that a plenary session of Government control could take place. Videoconference attendance was not permitted for the plenary and committees’ sessions but telematic vote was permitted for both. | 17/03/20 |
| | Acuerdo de la Mesa del Senado por el que se levanta la suspensión de celebrar sesiones plenarias | Senado | Agreement of the Bureau to restart plenary sessions | 14/04/20 |
| | | | Plenary control session (questions and interpellations). Plenary control sessions of the 5 th and 19 th of May also also consisted of questions and interpellations that do not require voting process. | 21/04/20 |

Source: Own

Table 2: Law-making practice

| Country | Chamber | Year | Number of ALL legislative bills | Number of approved legislative bills | Number of resolutions/decisions/statements (various non-legislative measures) | Number of fast-tracked legislation (debates limited and/or shortened legislative process, including omnibus laws) | Most common forms of fast-track measures | Number of decree laws/gov decisions (no parliamentary consent) | Number of working days (parliamentary plenary sessions) | Number of oral questions to the government | Number of written questions |
|----------------------|--|--|---|--|---|---|---|---|---|---|---|
| SPAIN | Congreso de los Diputados | XII Legislature 2019 | 43: 12 draft bills [Proyectos de Ley], 19 Law proposals by the Congress [proposiciones de ley de Grupos Parlamentarios del Congreso], 1 by the Senate [Proposición de ley del Senado], 1 by the Autonomous Regions [Proposición de ley de Comunidades y Ciudades Autónomas], 10 Royal Decree Laws [Reales Decretos-Leyes], 7 Intern-Conventions [Convenios internacionales], 1 Proposal to reform the Constitution [proyecto de reforma constitucional] | 18: 5 Organic Laws [Leyes orgánicas], 5 Laws [Leyes], 10 Royal Decree-Laws [Reales Decretos-Leyes] | 79: 3 Motions [3 Mociónes de reprobación a miembros del Gobierno, 3 mociones consecuencia de interpelación urgente] 70 Non-legislative proposals [Proposiciones no de Ley ante el Pleno] 3 Institutional Declarations [Declaraciones institucionales] | 12: 2 urgent procedures of ordinary laws [Ley 2/2019 Proyecto de Ley de Competencia Legislativa Plena-Urgente, Ley 4/2019 Proyecto de Ley de Lectura Única-Urgente], 10 Royal Decree-Laws [Reales Decretos-Leyes del 1 al 10/2019] | Urgent procedure: According to Sections 93 and 94 of the Standing Orders of the Congress, at the request of the Government, two parliamentary groups or one-fifth of the Members, the Bureau may decide that certain issues follow the urgent procedure. If the decision refers to an ongoing legislative initiative, the urgent procedure shall apply to its processing thereto. Processing times shall have one-half of the duration established for ordinary terms. Omnibus Laws [Leyes Omnibus o de contenido heterogéneo (multisectorial)] The Royal Decree-Laws of the pandemic are omnibus laws. | 319: 10 Royal Decree-Law [Reales Decretos-Leyes] 110 Royal Decrees [Reales Decretos] 199 Ministerial Orders [Ordenes Ministeriales] | XII Legislature: 9 [8 sesiones plenarias ordinarias, 1 extraordinaria] | 44: 38 oral questions [Preguntas orales en Pleno] 6 urgent interpellations [Interpelaciones urgentes] | 2926 questions submitted [Preguntas al Gobierno de respuesta escrita] |
| | | XIII Legislature 2019 | 96: 1 draft law [Proyecto de Ley], 54 law proposals by the Congress [Proposición de Ley de Grupos Parlamentarios del Congreso], 2 law proposals by MPs [Proposición de Ley de Diputados], 16 by the Autonomous Regions [Proposición de Ley de Comunidades y Ciudades Autónomas], 5 proposals to reform Statute of Autonomy [Propuesta de Reforma de Estatuto de Autonomía], 8 People's legislative initiative [Iniciativa Legislativa Popular, ILPI], 7 Royal Decree Laws [Real Decreto-Ley], 1 Intern. Convention [Convenio Internacional], 4 proposals of the Autonomous Regions to reform the Constitution [Proposición de reforma constitucional de CCAA] | 1 draft Royal Decree-Laws [Reales Decretos-Leyes] | 163: 7 motions [3 Mociónes de reprobación a miembros del Gobierno + 4 Mociónes consecuencia de interpelación urgente] 152 Non-legislative proposals [Proposiciones no de Ley ante el Pleno] 4 Institutional Declarations [Declaraciones institucionales] | 7: 7 Royal Decree-Laws [Reales Decretos-Leyes del 11/2019 al 17/2019] | 0 formulated in plenary session | 38: 32 oral questions [Preguntas orales en Pleno] 6 urgent interpellations [Interpelaciones urgentes] | 5420 questions submitted [preguntas al Gobierno con respuesta escrita] | | |
| | | XIV Legislature 2019 | 40: 11 law proposals [Proposición de Ley de Grupos Parlamentarios del Congreso], 3 law proposals by MPs [Proposición de ley de Diputados], 10 by the Autonomous Regions [Proposición de ley de Comunidades y Ciudades Autónomas], 5 proposals to reform Statute of Autonomy [Propuesta de reforma de Estatuto de Autonomía], 7 People's leg. Initiatives [Iniciativa legislativa popular, ILPI], 1 Royal Decree law [Real Decreto-Ley], 1 Intern. Convention [Autorización de Convenio Internacional], 2 proposals to reform the Constitution [Proposición de reforma constitucional de CCAA] | 0 | 27: 27 Non-legislative proposals [Proposiciones no de Ley ante el Pleno] | 0 | 54: 1 Royal Decree-Law [Real Decreto-Ley] 13 Royal Decrees [Reales Decretos] 40 Ministerial Orders [Ordenes Ministeriales] | XIV Legislature 1 | 0 formulated in plenary session | 1807 questions submitted [Preguntas al Gobierno con respuesta escrita] | |
| | | 2020 [XIV Leg.] | 249: 43 draft laws [Proyecto de Ley], 108 law proposals [Proposición de ley de Grupos Parlamentarios del Congreso], 6 by the Senate [Proposición de ley del Senado], 1 by the Autonomous Regions [Proposición de ley de Comunidades y Ciudades Autónomas], 6 People's leg. Init. [Iniciativa legislativa popular], 38 Royal Decree Laws [Real Decreto-Ley], 1 Royal legislative decree [Real Decreto legislativo que aprueba texto refundido], 1 proposal of Autonomous Region to reform the Constitution [Proposición de reforma constitucional de CCAA], 46 Intern. Conventions [Autorización de Convenios internacionales] | 80 Laws: 1 Royal Legislative Decree [Real Decreto legislativo], 3 Organic Laws [Leyes Orgánicas], 11 Laws [Leyes], 25 Royal Decree Laws [Reales Decretos-Leyes] 40 Intern. Conventions [Autorización de Convenios y Tratados Internacionales según fecha de cierre] | 536: 63 motions [16 mociones de reprobación a miembros del Gobierno + 47 Mociónes consecuencia de interpelación urgente] 465 Non-legislative proposals [Proposiciones no de Ley ante el Pleno] 8 Institutional Declarations [Declaraciones institucionales] | 45: 2 Intern. Conventions [Autorizaciones de Convenios Internacionales tramitación Urgente] 6 Laws [Leyes 1/2020 Proyecto de Ley tramitación Lectura Única-Urgente, Ley 2/2020 Proposición de Ley Competencia Legislativa Plena-Urgente, Ley 3/2020 Proyecto de Ley tramitación C.L.P.-Urgente, Ley 7/2020 Proyecto de Ley tramitación C.L.P.-Urgente, Ley 8/2020 Proyecto de Ley tramitación C.L.P.-Urgente, Ley 9/2020 Proyecto de Ley, tramitación C.L.P.-Urgente.] 1 Organic Law [Ley Orgánica 1/2020 Proyecto de Ley tramitación Urgente], 25 Royal Decree-Laws [Reales Decretos-Leyes 1/2019 y del 1/2020 al 34/2020] 1 Royal Legislative Decree [Real Decreto legislativo] | 75: 39 Royal Decree-Laws [Reales Decretos-Leyes] 1 Royal Legislative Decree [Real Decreto legislativo] 272 Royal Decrees [Reales Decretos] 473 Ministerial Orders [Ordenes Ministeriales] | 86 | 36: 332 oral questions [Preguntas orales en Pleno] 54 urgent interpellations [Interpelaciones urgentes] | 29454 questions submitted [Preguntas al Gobierno con respuesta escrita] | |
| 2021 [XIV Leg.] | 207: 43 draft laws [Proyecto de Ley], 71 Law proposals [Proposición de ley de Grupos Parlamentarios del Congreso], 1 by MPs [Proposición de ley de Diputados], 4 by the Senate [Proposición de ley del Senado], 3 by the Autonomous Regions [Proposición de ley de Comunidades y Ciudades Autónomas], 15 People's leg. Init. [Iniciativa legislativa popular], 20 Royal Decree Laws [Real Decreto-Ley], 37 Int. Conventions [Autorización de Convenios Internacionales], 1 Constitutional reform proposal [Proyecto de reforma constitucional] | 103 Laws: 11 Organic Laws [Leyes Orgánicas], 22 Laws [Leyes], 32 Royal-Decree Laws [Reales Decretos-Leyes], 38 Intern. Conventions [Autorización de Convenios y Tratados Internacionales según fecha de cierre] | 527: 101 motions [29 Mociónes de reprobación a miembros del Gobierno +72 Mociónes consecuencia de interpelación urgente] 419 Non-Legislative proposals [Proposiciones no de Ley ante el Pleno] 7 Institutional Declarations [Declaraciones institucionales] | 57: 8 Intern. Conventions [Autorizaciones de Convenios Internacionales tramitación Urgente] 11 Laws [Leyes del 1/2021 Proyecto de Ley tramitación C.L.P.-Urgente, Ley 10/2021 Proyecto de Ley C.L.P.-Urgente, Ley 12/2021 Proyecto de Ley C.L.P.-Urgente, Ley 14/2021 Proyecto de Ley C.L.P.-Urgente, Ley 19/2021 Proyecto de Ley C.L.P.-Urgente, Ley 20/2021 Proyecto de Ley Urgente] 6 Organic Laws [Leyes Orgánicas de la 4/2021 al 9/2021 Urgente] 32 Royal Decree-Laws [Reales Decretos-Leyes del 35/2020 al 39/2020 y del 1/2021 al 27/2021] | 819: 32 Royal Decree-Laws [Reales Decretos-Leyes] 276 Royal Decrees [Reales Decretos] 511 Ministerial Orders [Ordenes Ministeriales] | 76 | 402: 342 oral questions [Preguntas orales en Pleno] 60 urgent interpellations [Interpelaciones urgentes] | 41344 questions submitted [preguntas al Gobierno con respuesta escrita] | | | |
| XII Legislature 2019 | 22 submitted: 12 Intern. Conventions [Autorizaciones de Convenios Internacionales], 3 Draft bills [Proyectos de Ley], 6 Law proposals [Proposiciones de Ley de Grupos Parlamentarios del Congreso de los Diputados], 1 Reform of Statute of Autonomy [Propuesta de reforma de Estatuto de Autonomía - Valencia]. | XII Legislature: 8 [5 Leyes, 3 Leyes Orgánicas (1 de Estatuto de Autonomía - Valencia)] | 12: 10 Mociónes en Pleno, 2 Declaraciones Institucionales | 6: [Ley Orgánica 1/2019, Ley Orgánica 3/2019, Ley 1/2019, Ley 2/2019 Ley 4/2019, Ley 5/2019 procedimientos Urgente] | XII Legislature: 5 | 52: [46 Preguntas en Pleno, 6 Interpelaciones al Gobierno] | 2012 Written Questions [Preguntas con respuesta escrita] | | | | |
| Senado | XIII Legislature 2019 | 17 submitted: 15 Law proposals [10 Proposiciones de Ley (2 de Ley Orgánica) de Grupos Parlamentarios del Senado, 5 Proposiciones de Ley de Diputados], 1 reform of Statute of Autonomy [Propuesta de reforma de Estatuto de Autonomía - Canarias]. | XIII Legislature: 0 | 15: 10 Mociónes en Pleno, 5 Declaraciones Institucionales | XIII Leg.: 0 | XIII Legislature 3 | 23: [20 Preguntas en Pleno, 3 Interpelaciones al Gobierno] | 2084 Written Questions [Preguntas de respuesta escrita] | | | |
| Senado | XIV Legislature 2019 | 8 submitted: 1 draft bill [Proyecto de Ley], 7 Law Proposals [2 Proposiciones de Ley de Grupos Parlamentarios del Senado, 5 Proposiciones de Ley (1 Orgánica) de Diputados] | XIV Legislature: 0 | 4: 1 Moción en Pleno, 3 Declaraciones Institucionales | XIV Leg.: 0 | XIV Legislature 1 | 0 formulated in plenary session | 847 Written Questions [Preguntas de respuesta escrita] | | | |
| Senado | 2020 [XIV Leg.] | 120 submitted: 43 Intern. Conventions [Convenios y Tratados Internacionales], 12 Draft bills [9 Proyectos de Ley, 2 Proyectos de Ley de Diputados], 1 Proyecto de Ley de Presupuestos, 57 Law Proposals [5 Proposiciones de Ley de Diputados, 2 Proposiciones de Ley del Congreso de los Diputados, 50 Proposiciones de Ley de Grupos Parlamentarios del Senado], 8 other legislative initiatives [1 Propuesta de reforma de Ley Orgánica de Estatuto de Autonomía - Murcia, 7 Propuestas de reforma del Reglamento del Senado] | 54: 14 Laws [11 Leyes, 3 Leyes Orgánicas] 40 Int. Conventions [Autorizaciones por el Pleno de Convenios y Tratados Internacionales] | 97: 92 Mociónes en Pleno, 5 Declaraciones Institucionales | 8: 2 International Conv. [Autorizaciones por el Pleno de Convenios y Tratados Internacionales procedimiento Urgente], 6 Laws [Ley Orgánica 1/2020 Urgente, Ley 1/2020 procedimiento Lectura Única-Urgente, Ley 2/2020 Urgente, Ley 3/2020 Urgente, Ley 8/2020 Urgente, Ley 9/2020 Urgente] | 36 | 348: [296 Preguntas en Pleno, 52 Interpelaciones al Gobierno] | 29495 Written Questions [Preguntas de respuesta escrita] | | | |
| Senado | 2021 [XIV Leg.] | 113 submitted: 35 Intern. Conventions [Convenios y Tratados Internacionales], 30 Draft bills [24 Proyectos de Ley, 5 Proyectos de Ley Orgánica, 1 Proyecto de Ley de los Presupuestos], 46 Law proposals [7 Proposiciones de Ley de Diputados, 33 Proposiciones de Ley (5 de Ley Orgánica) de Grupos Parlamentarios del Senado, 6 Proposiciones de Ley (4 de Ley Orgánica) del Congreso de los Diputados], 2 proposals to reform Statute of Autonomy [2 Propuestas de Ley Orgánica de reforma del Estatuto de Autonomía - Islas Baleares y Cantabria]. | 71: 33 Laws [22 Leyes, 11 Leyes Orgánicas] 38 International Conventions [35 Autorizaciones por el Pleno de Convenios y Tratados Internacionales registrados en 2021 y 3 autorizaciones procedentes de 2020] | 111: 99 Mociónes en Pleno, 12 Declaraciones Institucionales | 24: 8 Convenios y Tratados Internacionales procedimiento Urgente-Autorización por el Pleno, 16 Laws [Ley Orgánica 4/2021, Ley Orgánica 7/2021, Ley Orgánica 8/2021, Ley Orgánica 9/2021, Ley 1/2021, Ley 2/2021, Ley 3/2021, Ley 4/2021, Ley 5/2021, Ley 7/2021, Ley 10/2021, Ley 12/2021, Ley 14/2021, Ley 19/2021, Ley 20/2021, Ley 21/2021]. | 39 | 350: [300 Preguntas en Pleno, 50 Interpelaciones al Gobierno] | 20022 Written Questions [Preguntas de respuesta escrita] | | | |

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