



EUROPEAN COMMISSION

Brussels, 14.12.2011  
COM(2011) 884 final

2011/0436 (APP)

Proposal for a

**COUNCIL REGULATION**

**establishing for the period 2014-2020 the programme "Europe for Citizens"**

{SEC(2011) 1562 final}

{SEC(2011) 1563 final}

## EXPLANATORY MEMORANDUM

### **1. CONTEXT OF THE PROPOSAL**

#### **1.1. General context**

Encouraging and facilitating citizens' wider involvement in the European Union and what it stands for is of great significance and importance. This ranges from the need to increase their involvement in current affairs right back to the need of ensuring a broader understanding of the history of the Union and its origins in the aftermath of two horrific world wars. Previous citizens' programmes have tackled these challenges with success and there is a substantial need for the continuation of this work at Union-level to address these issues.

As stated by President Barroso in his State of the Union Address 2011, we are now faced with the greatest challenge that our Union has gone through in its whole history. It is a financial, economic and social crisis, but also a crisis of confidence. National plans or even intergovernmental co-operations are not sufficient to tackle such large scale economic and social problems but citizens are still not fully aware of the Union's role and achievements. The Commission thus needs to find ways to increasing citizens' awareness and understanding about the Union project.

The Treaty on European Union takes a big step towards bringing the Union closer to its citizens and fostering greater cross-border debate about EU policy issues: its Article 11 introduces a whole new dimension of participatory democracy, of which one key element is the new citizens' initiative right.

The Commission proposes with this programme to take action to build capacity for civic participation (as one element of a strategic triangle, in addition to delivering on citizens' needs and to promoting citizens' rights). It intends to

- (1) develop civil society capacity to participate in the Union policy making process;
- (2) develop supportive structures to channel the results of such debates to policy-makers at the relevant levels;
- (3) offer additional opportunities for individual citizens to participate in debates and discussions on Union-related issues.

#### **1.2. Grounds for and objectives of the proposal**

The programme aims to address the need for more genuine debates on Union related issues at the local, regional and national levels, which can be translated into a pan-European perspective. It seeks to reach out to the large group of citizens – those who would normally not seek to influence or take part in Union affairs – through a broad set of organisations to take a first step towards involvement, whatever the (Union related) topic or format, as long as it is trans-national or has a European dimension. With its horizontal approach, its aim is not to replace the thematic programmes, or to duplicate their consultation process at the Union level, but to mobilise citizens at local level to debate on concrete issues of European interest. By doing this, they become aware of the impact of Union policies in their daily lives. They can influence and experience the benefits of Europe and connect with the mission of the Union.

The programme will build on the analysis of the strengths and the weaknesses of the current “Europe for Citizens” programme (2007-2013), as regards its future programme design, targeting, out-reach and visibility in societal and geographical terms, impact analysis and valorisation/dissemination mechanisms.

The general objective of a future programme will be to "strengthen remembrance and enhance capacity for civic participation at the Union level". It will address the related need for supportive structures to channel the results of such debates to policy-makers at the relevant levels. To this, the programme would contribute by developing citizens' organisations' capacity to engage citizens in the democratic life of the Union. The specific objectives proposed would comprise:

- Stimulate debate, reflection and cooperation on remembrance, Union integration and history;
- Develop citizens' understanding and capacity to participate in the Union policy making process and develop opportunities for solidarity, societal engagement & volunteering at Union level.

Following the narrowed down specific objectives proposed for the new Programme, a new set of operational objectives will be defined. The latter will increase the capacity of the Commission to set more firm indicators and subsequently be able to objectively, and more in detail, establish progress and impact.

- Support organisations to promote debate and activities on remembrance, European values and history;
- Support organisations of a general European interest, transnational partnerships and networks to promote citizens' interactions on Union matters;
- Horizontal dimension: Analysis, dissemination and valorisation of project results through internal and external activities.

### **1.3. Consistency with other policies and objectives of the Union**

Article 11 of the Treaty on European Union (TEU) stipulates the Union institutions' tasks of giving citizens and representative organisations the opportunity to make known and publicly exchange their views in all areas of Union action. The same Article refers to the institutions' duty to have an open, transparent and regular dialogue with civil society, the Commission's obligation of carrying out broad consultations with stakeholders, and introduces the Citizens' Initiative. In his "Political Guidelines" of September 2009, President Barroso called for a much stronger focus on citizens, who should be at the very centre of European policies. As outlined below, it is planned to link the activities carried out under the next generation of the "Europe for Citizens" programme much more closely with concrete policy making. Consequently, there will be a strong cooperation between Commission services which implement respective policies and programmes.

The programme is one of the instruments to link the democratic principles of Articles 10 and 11 TEU with a broad range of sectoral Union policies without replacing the specific dialogues with citizens, stakeholders and interest groups that the European Commission maintains. The next generation of the “Europe for Citizens” programme empowers citizens to exchange views on all areas of Union action and at all stages of the formal decision making process.

With regard to the themes of projects, their embedding in the local and regional context, and to the composition of stakeholders there are important synergies with other Union programmes, namely in the areas of employment, social affairs, education, research and innovation, youth and culture, justice, equality between women and men and non-discrimination, and regional policy.

Moreover the programme is complementary to and additional to the work carried out by the Representations of the European Commission in the Member States. The Representations will be involved in the communication and promotion of the programme to the greatest extent possible consistent with their mandate of outreach to citizens and communication at country level.

## **2. RESULTS OF CONSULTATIONS WITH THE INTERESTED PARTIES AND IMPACT ASSESSMENTS**

### **2.1 Consultation of interested parties**

Consultation with the main stakeholders of the "Europe for Citizens" programme has been substantial. Their views have been sought on the following occasions:

- On 20 June 2010, a consultation meeting was held in Brussels with the major stakeholders: the group members of the regular NGO consultation, the national contact points for European Citizenship (PECs), the Council for European Municipalities and Regions (CEMR) and the Town-Twinning Coordinators, and members of the Programme Committee. The proceedings were based on an open agenda with a highly participatory approach.
- On 27 October 2010, an open public online consultation on the future of the "Europe for Citizens" programme was launched by means of the Commission's IPM (Interactive Policy Making) tool. The consultation was open until 5 January 2011 and invited contributions from all interested parties: individual citizens, civil society organisations, public authorities and administrations, research and innovation institutions, European and international organisations and others. 412 respondents participated, with 5 additional submissions received separately. The opinions expressed have been analysed by the Commission with the help of an external consultant. The results and a detailed analysis of the public consultation are available at: <http://ec.europa.eu/citizenship>.
- On 21 June 2011, a second stakeholder meeting took place in Brussels with 100 participants.
- May-June 2011, three focus group surveys held in Vienna, Paris, and Warsaw on different aspects of the Programme (town-twinning, the impact on the development of civil society, remembrance) bringing stakeholders together with researchers, local and national governments, and journalists.
- Regular stakeholder consultation: Comprises of 2-3 meetings/year between the Commission and approximately 70 key European organisations actively involved in the "Europe for Citizens" Programme.

### **2.2 Collection and use of expertise**

The expertise of stakeholders expressed in the two stakeholder meetings and of interested parties expressed in the online public consultation were taken on board by the Commission when drafting the Impact Assessment on preparing the programme proposal. They were checked against the expertise of focus groups who were consulted in the spring of 2011.

In order to build on the experience of the current programme, the mid-term evaluation carried out by an external consultant in 2010 provided an important source of information which fed into both the Impact Assessment and the programme proposal.

### **2.3 Impact assessment**

A full Impact Assessment was carried out in the summer of 2011. On 21 September 2011: the Impact Assessment Board discussed the report and asked for several improvements in the report, in particular to provide a more complete and focused problem analysis, to be more specific about the objectives, to design and assess substantive policy options, and to clarify evaluation arrangements and define more robust progress indicators. These elements have been included in the current report.

Moreover, the programme was integrated into the cumulative Impact Assessment of the MFF 2014-2020.

## **3. LEGAL ELEMENTS OF THE PROPOSAL**

### **3.1 Summary of the proposed action**

The European Commission proposes a programme “Europe for Citizens” for the period 2014-2020 which builds on the existing programme. It aims at enhancing capacity for civic participation at the Union level and thus delivering on the global aim: to promote civic participation and contribute to increasing awareness and understanding about the Union. Its two dimensions foresee to support, on the one hand, organisations of a general European interest, transnational partnerships and networks with a view to stimulate citizens’ interactions on Union matters and, on the other hand, to support organisations that promote debate and activities on European values and history. As a transversal feature the programme intends to make provisions for the analysis, dissemination and valorisation of results elaborated by programme activities. The programme will, as its predecessor, be implemented through operating grants and action grants based on open calls for proposals and through service contracts based on calls for tender. The Commission may use, on the basis of a cost-benefit analysis, an existing executive agency for the implementation of the programme, as provided for in Council Regulation (EC) No 58/2003 of 19 December 2002 laying down the statute for executive agencies to be entrusted with certain tasks in the management of Community programmes.

### **3.2 Legal basis**

Article 352 TFEU.

### **3.3 Subsidiarity principle**

Article 11 of the Treaty on European Union (TEU) stipulates the Union institutions' obligations of giving "citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action". The same Article refers to the

institutions' duty to "maintain an open, transparent and regular dialogue with representative associations and civil society", to the Commission's obligation of carrying out broad consultations with stakeholders and introduces the European Citizens' Initiative.

Appropriate means to ensure the achievement of these Treaty provisions are required. The "Europe for Citizens" programme represents one of these means, just as Regulation 211/2011 of the European Parliament and of the Council on the citizens' initiative represents another.

The Union added value of the proposed Programme can be further demonstrated at the level of the individual actions of the new Programme:

- In the case of "**Remembrance and European citizenship**", the programme seeks to support organisations to promote debate and activities on European integration and history at a transnational level or when a clear European dimension is addressed. For certain actions under "history", a European dimension suffices. Historical archives, sites of remembrance are, per se, bound by their location but have in many cases a Union-wide significance.
- In the case of "**Democratic engagement and civic participation**", the programme seeks to develop citizens' understanding and capacity to participate in the Union policy making process and to develop opportunities for solidarity, societal engagement & volunteering at Union level. Such a wide scope and ambition could only be addressed at a Union level.
- In the case of "**Valorisation**", this is a horizontal dimension of the programme as a whole. It will focus on the analysis, dissemination, communication and valorisation of the project results from the above-mentioned strands. National and regional platforms would help collecting best practices and ideas about how to strengthen civic participation but pan-European platforms and common tools are also needed to broaden the perspective and facilitate the transnational exchange.

The objectives of this Regulation cannot be sufficiently achieved by the Member States and can therefore, by reason of the transnational and multilateral nature of the programme's action and measures, be better achieved at European Union level.

### **3.4 Proportionality principle**

The proposal complies with the proportionality principle in that it does not go beyond the minimum required in order to achieve the stated objective at European level and what is necessary for that purpose.

### **3.5 Impact on fundamental rights**

The programme provides indirectly support on the Union citizens' rights enshrined in Article 39 of the Charter of Fundamental Rights.

## **4. BUDGETARY IMPLICATION**

The Commission's proposal for a Multiannual Financial Framework for the period 2014-2020 foresees that EUR 229 million in current prices will be allocated for a "Europe for Citizens" programme.

## **4.1 Implementation**

In management terms, the Regulation aims at a more streamlined and simplified approach, resulting in increased cost-effectiveness. Economies of scale will be significant when actions of a similar nature have similar implementing rules and procedures, simplifying both for beneficiaries and for management bodies at EU and national level.

Simplification is already of key importance in the current programme and will be further developed in the new one. The use of an executive agency for the running of the full programme cycle allows achieving considerable savings in terms of administration and human resources. In addition, the recourse to lump sums, flat rates and unit costs, e-applications, and efficient on-the-spot checks by grouping visits to organisations in the same region, further reduces the administrative burden as well as allows significant reductions of costs.

Proposal for a

## **COUNCIL REGULATION**

**establishing for the period 2014-2020 the programme "Europe for Citizens"**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 352 thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national Parliaments,

Having regard to the consent of the European Parliament<sup>1</sup>,

Acting in accordance with a special legislative procedure,

Whereas:

- (1) In line with Article 11 of the Treaty on European Union, the Union's institutions should give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action, as well as maintain an open, transparent and regular dialogue with representative associations and civil society.
- (2) With the Europe 2020 Strategy, the Union and the Member States aim at delivering growth, employment, productivity and social cohesion for the coming decade<sup>2</sup>.
- (3) While there is objectively a clear added value of being an Union citizen with established rights, the Union does not always highlight the link between the solution of a broad range of economic and social problems and the Union's policies in an effective way. Hence, the impressive achievements in terms of peace and stability in Europe, long-term sustainable growth, stable prices, an efficient protection of consumers and the environment and the promotion of fundamental rights, have not always led to a strong feeling of belonging of citizens to the Union.
- (4) In order to bring Europe closer to its citizens and to enable them to participate fully in the construction of an ever closer Union, a variety of actions and coordinated efforts through transnational and Union level activities are required. The European Citizens'

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<sup>1</sup> OJ C , , p. .

<sup>2</sup> COM (2010)2020 final of 3.3.2010

Initiative provides a unique opportunity to enable citizens to participate directly in shaping the development of EU legislation<sup>3</sup>.

- (5) Decision No 1904/2006/EC of the European Parliament and of the Council of 12 December 2006 establishing for the period 2007 to 2013 the programme "Europe for Citizens" to promote active European citizenship<sup>4</sup> set out an action programme which has confirmed the need to promote sustained dialogue with civil society organisations and municipalities and to support the active involvement of citizens.
- (6) The interim evaluation report, a public online consultation and two consecutive stakeholder consultation meetings confirmed that a new Programme is considered relevant both by civil society organisations and by participating individuals and it should be established in order to have an impact at an organisational level in terms of capacity building and on a personal level in terms of increased interest in Union matters.
- (7) With regard to the themes of projects, their embedding in the local and regional context, and to the composition of stakeholders there should be important synergies with other Union programmes, namely in the areas of employment, social affairs, education, youth and culture, justice, equality between women and men and non-discrimination, and regional policy.
- (8) The new programme should cover a wide spectrum of different actions and include, among others, citizens' meetings, contacts and debates on citizenship issues, Union level events, initiatives to reflect on defining moments in European history, initiatives to raise awareness about the Union institutions and their functioning, and debates on European policy issues, with a view to invigorate all aspects of public life.
- (9) A horizontal dimension of the Programme should ensure the valorisation and transferability of results for enhanced impact and long-term sustainability. For this purpose, activities launched should have a clear link to the European political agenda, and be communicated appropriately.
- (10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States into transnational projects and activities, taking into account the multilingual character of the EU.
- (11) The acceding countries, candidate countries and potential candidates benefiting from a pre-accession strategy on one side, and the EFTA countries party to the EEA Agreement on the other side are recognised as potential participants in EU programmes, in accordance with the agreements concluded with them.
- (12) This Regulation lays down, for the entire duration of the Programme, a financial envelope constituting the prime reference, within the meaning of point [17] of the Inter-institutional Agreement of XX/YY/201Y between the European Parliament, the Council and the Commission on cooperation in budgetary matters and on budgetary

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<sup>3</sup> Regulation (EU) No. 211/2011 of the European Parliament and of the Council of 16 February 2011 on the citizens' initiative (OJ L 65, 11.3.2011, p. 1)

<sup>4</sup> OJ L 378/32 of 27.12.2006

discipline and sound financial management, for the budgetary authority during the annual budgetary procedure.

- (13) The resources allocated to communication actions under this Regulation shall also contribute to corporate communication of the political priorities of the European Union as far as they are related to the general objectives of this Regulation.
- (14) The programme should be monitored regularly and evaluated independently in cooperation with the Commission and the Member States in order to allow for the readjustments which are necessary if the measures are to be properly implemented.
- (15) The financial interests of the European Union should be protected through proportionate measures throughout the expenditure cycle, including the prevention, detection and investigation of irregularities, the recovery of funds lost, wrongly paid or incorrectly used and, where appropriate, penalties.
- (16) Preference will be given to grants for projects with a high impact, in particular those which are directly linked to EU policies with a view to participate in the shaping of the EU political agenda. Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified by recourse to lump-sums, flat-rate financing and the application of unit-cost rates.
- (17) Transitional measures to monitor actions started before 31 December 2013 under Decision No 1904/2006/EC should be envisaged.
- (18) Since the objectives of this Regulation cannot be sufficiently achieved by the Member States and can therefore, by reason of the transnational and multilateral nature of the programme's action and measures, be better achieved at European Union level, the Union may adopt measures in accordance with the principle of subsidiarity as set out in Article 5 of the Treaty. In accordance with the principle of proportionality, as set out in that Article, this Regulation does not go beyond what is necessary in order to achieve those objectives.
- (19) In order to ensure uniform conditions for the implementation of this Regulation, implementing powers should be conferred on the Commission within the scope and the objectives of the Programme. Those powers should be exercised in accordance with Regulation (EU) No 182/2011 of the European Parliament and of the Council of 16 February 2011 laying down the rules and general principles concerning mechanisms for control by Member States of the Commission's exercise of implementing powers<sup>5</sup>.

HAS ADOPTED THIS REGULATION:

#### *Article 1*

#### **Establishment and general objectives**

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<sup>5</sup> OJ L 55, 28.2.2011, p.13.

1. This regulation establishes the programme "Europe for Citizens" (hereinafter referred to as "the programme") for the period from 1 January 2014 to 31 December 2020.
2. Under the global aim of contributing to the understanding about the European Union and of promoting civic participation, the programme shall contribute to the following general objective:
  - Strengthen remembrance and enhance capacity for civic participation at the Union level.

## *Article 2*

### **Specific objectives of the programme**

The programme shall have the following specific objectives, which shall be implemented through actions on a transnational level or with a clear European dimension:

1. raise awareness on remembrance, the Union's history, identity and aim by stimulating debate, reflection and networking;

Progress will be measured against the number of beneficiaries reached directly and indirectly, quality of projects, and percentage of first time applicants.

2. encourage democratic and civic participation of citizens at Union level, by developing citizens' understanding of the Union policy making-process and promoting opportunities for societal engagement and volunteering at Union level.

Progress will be measured against the number of beneficiaries reached directly and indirectly, the perception of the EU and its institutions by the beneficiaries, quality of projects, and percentage of first time applicants.

## *Article 3*

### **Structure of the programme and supported actions**

1. The programme shall consist of the following two strands:

- (a) "Remembrance and European citizenship"
- (b) "Democratic engagement and civic participation".

The two strands shall be complemented by horizontal actions for analysis, dissemination and exploitation of project results ("Valorisation" actions).

2. In order to achieve its objectives, the programme shall finance *inter alia* the following types of actions, implemented on a transnational level or with a clear European dimension:

- Citizens' meetings, town-twinning

- Creation and operations of transnational partnerships and networks
- Support for organisations of a general European interest
- Community building and debates on citizenship issues based on the use of ICT and/or social media
- Union level events
- Debates/studies and interventions on defining moments in European history, in particular to keep the memory alive of the crimes committed under Nazism and Stalinism
- Reflection/debates on common values
- Initiatives to raise awareness on the EU institutions and their functioning
- Actions that exploit and further valorise the results of the supported initiatives
- Studies on issues related to citizenship and civic participation
- Support of programme information/advice structures in the Member States

#### *Article 4*

#### **Measures**

Measures may take the form of grants or public procurement contracts.

1. Union grants may be provided through specific forms such as operating grants, or action grants.
2. Public procurement contracts will cover the purchase of services, such as for organising events, studies and research, information and dissemination tools, monitoring and evaluation.

#### *Article 5*

#### **Participation in the programme**

The programme shall be open to the participation of the following countries, hereinafter referred to as the 'participating countries':

- (a) the Member States;
- (b) acceding countries, candidate countries and potential candidates, in accordance with the general principles and general terms and conditions for the participation of those countries in Union programmes established in the respective Framework Agreements, Association Council Decisions or similar Agreements;

- (c) the EFTA countries party to the EEA Agreement, in accordance with the provisions of that Agreement.

#### *Article 6*

### **Access to the programme**

The programme shall be open to all stakeholders promoting European integration, in particular local authorities and organisations, European public policy research organisations (think-tanks), citizens' groups and other civil society organisations (such as survivors' associations), and educational and research institutions.

#### *Article 7*

### **Cooperation with international organisations**

The programme may cover joint activities in the field covered by this programme, with relevant international organisations, such as the Council of Europe and UNESCO, on the basis of joint contributions and in accordance with the Financial Regulation<sup>6</sup>.

#### *Article 8*

### **Implementation of the programme**

In order to implement the programme, the Commission shall adopt annual work programmes by way of implementing acts in accordance with the advisory procedure referred to in Article 9(2). They shall set out the objectives pursued, the expected results, the method of implementation and the total amount of the financing plan. They shall also contain a description of the actions to be financed, an indication of the amount allocated to each action and an indicative implementation timetable. They shall include for grants the priorities, the essential evaluation criteria and the maximum rate of co-financing.

#### *Article 9*

### **Committee**

1. The Commission shall be assisted by a committee. That committee shall be a committee within the meaning of Regulation 182/2011.
2. Where reference is made to this paragraph, Article 4 of Regulation 182/2011 shall apply.

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<sup>6</sup> Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities (the Financial Regulation) OJ L 248, 16.9.2002, p. 1. - Regulation as amended by Regulation (EC, Euratom) No 1995/2006 of 13 December 2006 (OJ L 390, 30.12.2006, p. 1).

## *Article 10*

### **Stakeholder consultation**

The Commission shall have a regular dialogue with the beneficiaries of the programme and relevant stakeholders and experts.

## *Article 11*

### **Coherence with other Union instruments**

The Commission shall ensure the coherence and the complementarity between this programme and instruments in other areas of Union action, especially education, vocational training, culture, sport, fundamental rights and freedoms, social inclusion, gender equality, combating discrimination, research and innovation, the enlargement policy and the Union external action.

## *Article 12*

### **Budget**

1. The financial envelope for the implementation of the programme shall be €29 million.
2. The resources allocated to communication actions under this Regulation shall also contribute to covering the corporate communication of the political priorities of the European Union<sup>7</sup>, as far as they are related to the general objectives of this Regulation.

## *Article 13*

### **Protection of the European Union's financial interest**

1. The Commission shall take appropriate measures ensuring that, when actions financed under this Regulation are implemented, the financial interests of the European Union are protected by the application of preventive measures against fraud, corruption and any other illegal activities, by effective checks and, if irregularities are detected, by the recovery of the amounts wrongly paid and, where appropriate, by effective, proportionate and deterrent penalties.
2. The Commission or its representatives and the Court of Auditors shall have the power of audit, on the basis of documents and on-the-spot, over all grant beneficiaries, contractors and subcontractors who have received Union funds under the Programme.

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<sup>7</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – A Budget for Europe 2020 Part II (Policy fiches), COM(2011) 500 final, 29.06.2011.

The European Anti-fraud Office (OLAF) may carry out on-the-spot checks and inspections on economic operators concerned directly or indirectly by such funding in accordance with the procedures laid down in Regulation (Euratom, EC) No 2185/96 with a view to establishing whether there has been fraud, corruption or any other illegal activity affecting the financial interests of the European Union in connection with a grant agreement or grant decision or a contract concerning Union funding.

Without prejudice to the first and second sub-paragraphs, cooperation agreements with third countries and international organisations and grant agreements and grant decisions and contracts resulting from the implementation of this Regulation shall expressly empower the Commission, the Court of Auditors and OLAF to conduct such audits, on-the-spot checks and inspections.

#### *Article 14*

### **Monitoring and evaluation**

1. The Commission shall ensure that the Programme is regularly monitored against its objectives using performance related indicators. The results of the monitoring and evaluation process shall be utilised in implementing the programme. Monitoring shall include in particular the drawing up of the reports referred to in paragraph 3 points (a) and (c).

Where relevant, indicators should be disaggregated by gender and age.

2. The Commission shall ensure regular, external and independent evaluation of the programme and shall report to the European Parliament on a regular basis.
3. The Commission shall submit to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions:
  - (a) an interim evaluation report on the results obtained and on the qualitative and quantitative aspects of the implementation of the programme no later than 31 December 2017;
  - (b) a communication on the continuation of the programme no later than 31 December 2018;
  - (c) an ex-post evaluation report no later than 1 July 2023.

#### *Article 15*

### **Transitional provision**

Decision No 1904/2006/EC of the European Parliament and of the Council shall be repealed with effect from 1 January 2014.

Actions started before 31 December 2013 pursuant to Decision No 1904/2006/EC shall continue to be governed, until their completion, by that Decision.

As provided by Article 18 of the Financial Regulation, the appropriations corresponding to assigned revenue arising from the repayment of amounts wrongly paid pursuant to Decision 1904/2006/EC may be made available to the Programme.

*Article 16*

**Entry into force**

This Regulation shall enter into force on the twentieth day following that of its publication in the *Official Journal of the European Union*.

This Regulation shall be binding in its entirety and directly applicable in all Member States.

It shall apply from 1 January 2014.

Done at Brussels,

*For the Council*  
*The President*

## ANNEX

### 1. DESCRIPTION OF INITIATIVES

Complementary information on access to the programme

#### **STRAND 1: Remembrance and European citizenship**

The strand is defined by the possible projects and initiatives that can be launched under its heading, not by the type of civic organisations or actors that can apply.

It will support activities that invite to reflection on common values in the broadest sense, taking into account diversity. Funds may be available for initiatives reflecting on causes of totalitarian regimes in Europe's modern history (especially but not exclusively Nazism and Stalinism) and to commemorate their victims. The strand should also encompass activities concerning other reference points in recent European history. In particular, it will give preference to actions which encourage tolerance and reconciliation with a view to reaching the younger generation.

#### **STRAND 2: Democratic engagement and civic participation**

The strand is defined by the possible projects and initiatives that can be launched under its heading, not by the type of civic organisations or actors that can apply. The strand will accommodate activities that cover civic participation in the broadest sense, with particular focus on structuring methods for long-term sustainability. It will give preference to initiatives and projects with a clear link to the European political agenda.

The strand may also cover projects and initiatives that develop opportunities for solidarity, societal engagement and volunteering at Union level.

Much remains to be done to attract more women in political and economic decision-making. Women's voices should be better heard and acted upon by those responsible for taking the policy decisions that impact on people's lives.

#### **HORIZONTAL ACTION: Valorisation**

This action shall be defined for the Programme overall and be applicable to both Strand 1 and Strand 2.

It will support initiatives that boost the transferability of results, provide better return on investment, and increase learning from experience. The *raison d'être* of this action is the further "valorisation" and exploitation of the results of the initiatives launched for the purpose of boosting long-term sustainability.

It will include "capacity building" - the development of support measures to exchange best practices, to pool experiences between stakeholders at local and regional levels including public authorities, and to develop new skills, for example through training. The latter could include peer-to-peer exchange, training for trainers, as well as for example the development of a database on the organisations/projects funded by the programme.

## 2. PROGRAMME MANAGEMENT

The programme will develop the principle of multi-annual partnerships based on agreed objectives, building on the analysis of the results, in order to ensure mutual benefits for both civil society and the European Union.

In general, preference will be given to grants for projects with a high impact, in particular those which are directly linked to Union policies with a view to participate in the shaping of the Union political agenda.

The management of the programme and the majority of actions may be centrally managed by an executive agency.

All actions will be implemented on a transnational basis or should have a clear European dimension. They will encourage mobility of citizens and the exchange of ideas within the European Union.

The elements of networking and focussing on the multiplier effects, including the use of state of the art information and communication technologies (ICT) and social media, will be important and will be reflected both in the types of activities and the range of organisations involved. The development of interaction and synergy among the various types of stakeholders involved in the programme will be strongly encouraged.

The programme budget may also cover expenditure associated with the preparation, follow-up, monitoring, auditing and evaluation activities directly necessary for the management of the programme and the realisation of its objectives, in particular studies, meetings, information and publication activities, expenditure associated with the IT networks for the exchange of information and any other administrative and technical support expenditure on which the Commission may decide for the management of the programme.

The overall administrative expenditure of the programme should be proportional to the tasks provided for in the programme concerned.

The Commission may undertake information, publication and dissemination activities as appropriate, thereby ensuring broad knowledge and a high impact of the activities supported by the programme.

The budget allocated shall also cover corporate communication on the political priorities of the Union<sup>8</sup>.

## 3. MONITORING

The specific objectives in Article 2 describe the results which are sought to be achieved by the Programme. Progress will be measured by using performance related indicators, as follows:

**Specific objective 1:** Raise awareness on remembrance, Union history, identity and aim by stimulating debate, reflection and networking.

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<sup>8</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – A Budget for Europe 2020 Part II (Policy fiches), COM(2011) 500 final, 29.06.2011.

<b>Result indicators</b>	<b>Latest known result</b>	<b>Medium term target (result)</b>
Number of beneficiaries reached directly and indirectly	The indicators currently used do not provide this data.  The new programme will establish a baseline for this indicator.	
Number of projects and quality of results	The indicators currently used do not provide this data.  The new programme will establish a baseline for this indicator.	Increase of projects by 80%  Increase of the average score given by the external experts
Percentage of first time applicants	Average figure approx. 33% (depending on action and year)	Minimum 15% across the board.

**Specific objective 2:** Encourage democratic and civic participation of citizens at Union level, by developing citizens' understanding of the Union policy making-process and promoting opportunities for societal engagement and volunteering at Union level.

<b>Result indicators</b>	<b>Latest known result</b>	<b>Medium term target (result)</b>
Number of directly involved participants	1.100.000 citizens (2010)  The new programme will establish a baseline for this indicator.	Minimum 600.000 persons per year with a balanced participation between women and men.
Number of persons indirectly reached by the Programme	The indicators currently used do not provide this data.  The new programme will establish a baseline for this indicator.	Aggregation of information and results provided in the final reports.  Medium term target: 5 million persons (taking into account the number of women and men reached).
Number of participating organisations	The indicators currently used do not provide this data.  The new programme will establish a baseline for this indicator.	2.000 organisations per year.

<p>The perception of the EU and its institutions by the beneficiaries</p>	<p>According to the Eurobarometer of August 2011, less than half (41%) of European citizens trust the EU or feel a sense of belonging to it.</p> <p>Baseline figures for programme beneficiaries to be established at the inception of projects.</p>	<p>Increased level of trust/confidence by programme beneficiaries in the European Union after completion of their project.</p>
<p>Quality of projects</p>	<p>The indicators currently used do not provide this data.</p> <p>The new programme will establish a baseline for this indicator.</p>	<p>Increase of the average score given by the external experts</p>
<p>Percentage of first time applicants</p>	<p>Average figure approx. 33% (depending on action and year)</p>	<p>Minimum 15% across the board.</p>
<p>Number of transnational and multi-partner partnerships and networks</p>	<p>656 (data from 2009. Excludes operating grants and remembrance).</p> <p>The new programme will establish a baseline for this indicator.</p>	<p>Increase by 5% (transnational partnerships and networks)</p> <p>Increase by 50% (multi-partner partnerships and networks)</p>
<p>Number and quality of policy initiatives following-up on activities supported by the programme at the local or European level</p>	<p>The indicators currently used do not provide this data.</p> <p>The new programme will establish a baseline for this indicator.</p>	<p>Aggregation of information and results provided in the final reports.</p>
<p>Geographical coverage of the activities –</p> <p>Correlation between number of participants in the Programme and total population per country.</p>	<p>The indicators currently used do not provide this data.</p> <p>The new programme will establish a baseline for this indicator.</p>	<p>At least one project per country/year.</p>

#### 4. CONTROLS AND AUDITS

For projects selected in accordance with this Regulation, a sampling audit system will be established.

The beneficiary of a grant must make available to the Commission all supporting documents relating to expenditure for a period of five years from the date of the final payment. The beneficiary of a grant must ensure that where applicable, supporting documents in the possession of partners or members are made available to the Commission.

## **LEGISLATIVE FINANCIAL STATEMENT FOR PROPOSALS**

### **1. FRAMEWORK OF THE PROPOSAL/INITIATIVE**

- 1.1. Title of the proposal/initiative
- 1.2. Policy area(s) concerned in the ABM/ABB structure
- 1.3. Nature of the proposal/initiative
- 1.4. Objective(s)
- 1.5. Grounds for the proposal/initiative
- 1.6. Duration and financial impact
- 1.7. Management method(s) envisaged

### **2. MANAGEMENT MEASURES**

- 2.1. Monitoring and reporting rules
- 2.2. Management and control system
- 2.3. Measures to prevent fraud and irregularities

### **3. ESTIMATED FINANCIAL IMPACT OF THE PROPOSAL/INITIATIVE**

- 3.1. Heading(s) of the multiannual financial framework and expenditure budget line(s) affected
- 3.2. Estimated impact on expenditure
  - 3.2.1. Summary of estimated impact on expenditure
  - 3.2.2. Estimated impact on operational appropriations
  - 3.2.3. Estimated impact on appropriations of an administrative nature
  - 3.2.4. Compatibility with the current multiannual financial framework
  - 3.2.5. Third-party participation in financing
- 3.3. Estimated impact on revenue

## LEGISLATIVE FINANCIAL STATEMENT FOR PROPOSALS

### 1. FRAMEWORK OF THE PROPOSAL/INITIATIVE

#### 1.1. Title of the proposal/initiative

Proposal for a Council Regulation establishing for the period 2014-2020 the programme "Europe for Citizens"

#### 1.2. Policy area(s) concerned in the ABM/ABB structure<sup>9</sup>

16.05 Fostering European Citizenship

#### 1.3. Nature of the proposal/initiative

- The proposal/initiative relates to **a new action**
- The proposal/initiative relates to **a new action following a pilot project/preparatory action**<sup>10</sup>
- The proposal/initiative relates to **the extension of an existing action**
- The proposal/initiative relates to **an action redirected towards a new action**

#### 1.4. Objectives

##### 1.4.1. The Commission's multiannual strategic objective(s) targeted by the proposal/initiative

To reinforce European Citizenship

##### 1.4.2. Specific objective(s) and ABM/ABB activity(ies) concerned

The programme shall have the following specific objectives, which shall be implemented through actions on a transnational level or with a clear European dimension:

1. Raise awareness on remembrance, Union history, identity and aim by stimulating debate, reflection and networking;
2. Encourage democratic and civic participation of citizens at Union level, by developing citizens' understanding of the Union policy making-process and promoting opportunities for societal engagement and volunteering at Union level.

ABM/ABB activity(ies) concerned

16.05 Fostering European Citizenship

<sup>9</sup> ABM: Activity-Based Management – ABB: Activity-Based Budgeting.  
<sup>10</sup> As referred to in Article 49(6)(a) or (b) of the Financial Regulation.

#### 1.4.3. *Expected result(s) and impact*

*Specify the effects which the proposal/initiative should have on the beneficiaries/groups targeted.*

- Greater capacity of citizens' organisations to engage citizens in the democratic life of the Union

#### 1.4.4. *Indicators of results and impact*

*Specify the indicators for monitoring implementation of the proposal/initiative.*

- Number and quality of projects promoted by citizens' organisations with a view to:

- have an impact on the Union policy making process
- strengthen cohesion in society
- enhance the understanding of the role of the Union.

- Number of directly and indirectly involved participants

- Number of participating organisations, transnational partnerships and networks

- Percentage of first time applicants

- Geographical coverage of the activities

### **1.5. Grounds for the proposal/initiative**

#### 1.5.1. *Requirement(s) to be met in the short or long term*

The programme aims to address the need for more genuine debates on Union related issues at the local, regional and national levels, which can be translated into a pan-European perspective. It seeks to reach out to the large group of citizens – those who would normally not seek to influence or take part in Union affairs – through a broad set of organisations to take a first step towards involvement, whatever the (Union related) topic or format, as long as it is trans-national or has a European dimension. With its horizontal approach, its aim is not to replace the thematic programmes, or to duplicate their consultation process at the Union level, but to mobilise citizens at local level to debate on concrete issues of European interest. By doing this, they become aware of the impact of Union policies in their daily lives. They can influence and experience the benefits of Europe and connect with the mission of the Union.

The programme will build on the analysis of the strengths and the weaknesses of the current “Europe for Citizens” programme (2007-2013), as regards its future programme design, targeting, out-reach and visibility in societal and geographical terms, impact analysis and valorisation/dissemination mechanisms.

#### 1.5.2. *Added value of EU involvement*

By providing an instrument that can help to honour the institutions' obligation stipulated in Article 11 TEU "to give citizens and representative associations the opportunity to make known their views in all areas of Union action" and to "maintain an open, transparent and

regular dialogue with representative associations and civil society", the Programme respects the subsidiarity principle. These tasks can only be met by the Union, and not at the Member State level.

There is no single solution with a view to re-establish the link between the Union and its citizens, to effectively promote civic participation and thus to strengthen the sense of belonging and of European identity. They require a variety of actions and co-ordinated efforts through transnational and European level activities.

By their very nature, Europe societal engagement can only be strengthened by enabling individual citizens and citizens' associations to interact at a transnational level. Actions at national and local levels alone would thus be insufficient and ineffective.

#### *1.5.3. Lessons learned from similar experiences in the past*

The results of two studies (conducted in 2008 and 2009) and the interim evaluation of the current "Europe for Citizens" programme 2007-2013 (conducted in 2009/2010) already provide an indication of the programme's achievements up to present. The interim evaluation looked at the impact of the programme on participating organisations and individuals. 82% of the respondents (and 84% of those representing civil society) felt that the programme had helped to develop the capacity of their organisation.

The study on developing impact indicators for the Europe for Citizens programme and adapting them to the 2009 Annual Management Plan "Europe for Citizens Survey 2009" highlighted the changes in attitudes of those who participated in the activities financed by the programme either once or repeatedly. Results show that 83% of the respondents in the survey feel more aware of aspects relating to European culture, identity and heritage as a result of participation in the programme's activities. 75% of the respondents claim to feel more European and 71% claim to feel more part of the European Union. The proportion of respondents claiming to feel more solidarity with fellow Europeans was 82%.

#### *1.5.4. Coherence and possible synergy with other relevant instruments*

Articles 10-11 of the Treaty on the European Union recognises the right of every citizen to participate in the democratic life of the Union, and that decisions have to be taken as openly and as closely as possible to citizens. Moreover, it requests that citizens and representative associations are given the opportunity to exchange their views in all areas of Union action, and that institutions maintain an open, transparent and regular dialogue with representative associations and civil society.

As a meaningful and fully expressive manifestation of the Lisbon Treaty's provisions, President Barroso, enunciated, especially in his "Political Guidelines" of September 2009 a much stronger focus on citizens being at the very centre of European policies. As outlined below, it is planned to link the activities carried out under the next generation of the "Europe for Citizens" programme much more closely with concrete policy making. Consequently, there will be a strong cooperation between Commission services which implement respective policies and programmes.

The programme is one of the instruments to link the democratic principles of Articles 10-11 TEU with a broad range of sectoral EU policies without replacing the specific dialogues with citizens, stakeholders and interest groups that the European Commission maintains. The next generation of the "Europe for Citizens" programme empowers citizens to

exchange views on all areas of Union action and at all stages of the formal decision making process. With regard to the themes of projects, their embedding in the local and regional context, and to the composition of stakeholders there are important synergies with other Union programmes, namely in the areas of employment, social affairs and equal opportunities, education, youth and culture, justice, and regional policy.

#### 1.6. Duration and financial impact

Proposal/initiative of **limited duration**

–  Proposal/initiative in effect from 01/01/2014 to 31/12/2020

–  Financial impact from 2014 to 2022

Proposal/initiative of **unlimited duration**

– Implementation with a start-up period from YYYY to YYYY,

– followed by full-scale operation.

#### 1.7. Management mode(s) envisaged<sup>11</sup>

**Centralised direct management** by the Commission

**Centralised indirect management** with the delegation of implementation tasks to:

–  executive agencies

–  bodies set up by the Communities<sup>12</sup>

–  national public-sector bodies/bodies with public-service mission

–  persons entrusted with the implementation of specific actions pursuant to Title V of the Treaty on European Union and identified in the relevant basic act within the meaning of Article 49 of the Financial Regulation

**Shared management** with the Member States

**Decentralised management** with third countries

**Joint management** with international organisations (*to be specified*)

*If more than one management mode is indicated, please provide details in the "Comments" section.*

Comments

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<sup>11</sup> Details of management modes and references to the Financial Regulation may be found on the BudgWeb site: [http://www.cc.cec/budg/man/budgmanag/budgmanag\\_en.html](http://www.cc.cec/budg/man/budgmanag/budgmanag_en.html)

<sup>12</sup> As referred to in Article 185 of the Financial Regulation.

## 2. MANAGEMENT MEASURES

### 2.1. Monitoring and reporting rules

*Specify frequency and conditions.*

The Commission shall submit to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions:

1. An interim evaluation report on the results obtained and on the qualitative and quantitative aspects of the implementation of the programme no later than 31 December 2017.

2. A communication on the continuation of the programme no later than 31 December 2018.

3. An ex-post evaluation report no later than 1 July 2023.

### 2.2. Management and control system

#### 2.2.1. Risk(s) identified

##### **A: Key risks and key causes of errors**

The following key risks and causes of errors have been identified for the future Europe for Citizens Programme, on the basis of those already reported for the current programme:

- Specific target public: most participants to the programme are likely to be small and medium-sized organisations. Some of them may not have a strong financial footing or sophisticated management structures. This may have an impact on their financial and operational capacity for managing EU funds;

- Limited risk of double funding, as entities may benefit from several grants under different EU Programmes.

It should be noted that most of the actions under the current Europe for Citizens programme are managed by the Education, Audiovisual and Culture Executive Agency (EACEA). This may be continued under the future programme.

Actions managed by an executive agency

The Commission will apply the control measures required for executive agencies in accordance with Article 59 of the Financial Regulation [in accordance with Council Regulation (EC) N° 58/2003 Regulation on executive agencies].

In addition, the Commission will monitor and control that the executive agency realises appropriate control objectives for the actions that it will be entrusted to manage. This supervision will be integrated in the terms of cooperation between the parent DG and the executive agency and in the biannual reporting of the agency.

In addition, the simplification measures that are foreseen in the proposed programme should further reduce the risks for errors.

### Actions managed directly by the Commission

The Commission intends to manage only a minimum of grants and service contracts directly.

An analysis of the observed errors under the current programme shows that they predominantly concern the inability of beneficiaries to produce justifying documents or that these documents are of insufficient quality. Corrective actions which have been taken should reduce observed errors before the end of the current MFF. Actions include information actions with beneficiaries to make them aware of their obligations, moving more to result-based closure of projects.

Also in the case of centralised direct transactions, the foreseen simplifications will help reducing the risk for errors.

### **B: Expected error rates**

For the years 2009 to 2010, the multi-annual error rate is in the range of 1,40% to 1,50%.

Most of the errors fell within the key risks identified above. In 2010, in order to mitigate the risks, an action plan has been designed and is being implemented, comprising measures to improve the quality of information provided to beneficiaries on their financial obligations, a strategy to improve the efficiency and effectiveness of monitoring visits, a strategy to improve desk controls and a consolidation of the 2011 audit plan.

Given additional simplification measures and control measures that are planned to be implemented compared to the current programme (see 2.2.2), it can be concluded that the level of non-compliance for the Europe for Citizens Programme is expected to be under the 2% threshold.

### 2.2.2. *Control method(s) envisaged*

#### **A: Information on the internal control system set up within the EACEA**

The control system for the Europe for Citizens Programme will be risk-based. It will include the following main controls, to be mostly implemented by the EACEA.

##### ***1. At the selection stage:***

- Control of the operational and financial capacity of applicants
- Checks of eligibility and exclusion criteria
- Budget and content evaluation and check
- Legal and financial verifications
- Identification of cases of potential double funding using appropriate IT tools

##### ***2. During the contract management phase***

- Financial circuits based on segregation of duties
- Wider use of flat rates and lump sums to reduce the risk of errors

- For budget-based grants, definition of the desk controls to be applied to final statements based on an assessment of the risks involved and the costs of controls:

\* for grants above a threshold, audit certificates to be mandatory at the final payment stage

\*for smaller grants, samples of invoices to be provided by beneficiaries; the content of the samples will be determined for each action following a risk-based analysis.

- Simplification of rules as well as improvement of the clarity and transparency of the information provided to the beneficiaries concerning those rules

- Improvement of the efficiency and effectiveness of monitoring visits by using risk-based criteria for the choice of projects to be visited and quality criteria to follow-up their implementation.

### ***3. Ex-post***

- Annual ex-post audit plan (risk-based and random selection) based on a comprehensive risk analysis

- Ad-hoc audits to be implemented when there are serious concerns in terms of irregularities and/or suspected fraud.

To conclude, the concrete burden of the controls on the beneficiaries should decrease compared to the current situation, as part of the expected lower risk of non-compliance will result from additional simplifications and better quality of supporting information provided to beneficiaries.

#### ***4. Supervision of the EACEA by the Commission***

In addition to controls regarding the grant process, the Commission will also apply the control measures required for executive agencies in accordance with Article 59 of the Financial Regulation. It will monitor and control that the EACEA realises appropriate control objectives for the actions that it will be entrusted to manage. This supervision will be integrated in the terms of cooperation between the parent DG and EACEA and in the half year reporting of the agency.

#### **B: Estimation of costs of control for actions managed by the EACEA**

##### ***1. During the selection and the contract management phases***

##### **1.1 Staff costs**

The estimation is calculated taking into account control activities carried out under the current Europe for Citizens Programme:

- by operational and financial staff having initiation and verification roles
- in all phase of the project life cycle (selection, contracting and payments).

<b>Number of staff carrying out control activities</b>	<b>Standard costs</b>	<b>Total (1 year)</b>
Contractual agents: 6,6	64.000€	422.400€
Temporary Agents: 1,6	127.000€	203.200€
		Total for the Programme duration: 4.379.200€

##### **1.2. Other costs**

	<b>Standard costs</b>	<b>Total (1 year)</b>
On the spot Missions	1.000€	20.000€
Audit certificates to be provided by beneficiaries	1.300€	86.000€
		Total for the Programme duration: 742.000€

#### ***2. Ex-post controls***

##### **2.1 Staff**

<b>Number of staff carrying out control activities</b>	<b>Standard costs</b>	<b>Total (1 year)</b>
Contractual agents: 0.25	64.000€	16.000€
Temporary Agents: 0,05	127.000€	6.350€
		Total for the Programme duration: 156.450€

## 2.2. Ex-post audits

<b>Random, risk-based &amp; ad-hoc audits</b>	<b>Standard costs</b>	<b>Total (1 year)</b>
	10.500€	98.000€
		Total for the Programme duration: 686.000€

### ***3. Total costs of controls in EACEA compared to the operational budget to be managed***

Given an operational budget of 205,9 MIO€ for the Europe for Citizens programme, the total cost of control for actions managed by EACEA is approximately 2.90% of the budget.

## 2.3. Measures to prevent fraud and irregularities

In addition to the application of all regulatory control mechanisms, DG COMM will devise an anti-fraud strategy in line with the Commission's new anti-fraud strategy (CAFS) adopted on 24 June 2011 to ensure inter alia that its internal anti-fraud related controls are aligned with the CAFS and that its fraud risk management approach is geared to identify fraud risk areas and adequate responses. Where necessary, networking groups and adequate IT tools dedicated to analysing fraud cases related to the Europe for Citizens programme will be set up.

It should be highlighted that only a very limited number of fraud cases have been reported to OLAF under the current Europe for Citizens Programme (4 cases).

That, in combination with low error rates, justifies that measures to prevent fraud and irregularities in the new programme will have to be proportional and cost effective.

In order to mitigate potential fraud and irregularities, the following measures are envisaged.

- The prevention of potential fraud and irregularities is considered already at the programme set up, by the simplification of rules and the wider use of flat rates and lump sums.
- Systematic check of potential double funding and identification of beneficiaries of several grants will be done.
- Ad hoc audits will be implemented when there are serious concerns in terms of irregularities and/or suspected fraud.
- The Executive Agency will have to report potential fraud and irregularities to the Commission ad hoc as well as in their regular reporting.

### 3. ESTIMATED FINANCIAL IMPACT OF THE PROPOSAL/INITIATIVE

#### 3.1. Heading(s) of the multiannual financial framework and expenditure budget line(s) affected

- Existing expenditure budget lines

In order of multiannual financial framework headings and budget lines.

Heading of multiannual financial framework	Budget line	Type of expenditure	Contribution			
			from EFTA <sup>14</sup> countries	from candidate countries <sup>15</sup>	from third countries	within the meaning of Article 18(1)(aa) of the Financial Regulation
3	16.01.04. Europe for Citizens Expenditure of administrative nature	Non-diff	NO	YES	NO	NO
3	16.05.01.01 Europe for Citizens	Diff./	YES	YES	NO	NO

- New budget lines requested

In order of multiannual financial framework headings and budget lines.

Heading of multiannual financial framework	Budget line	Type of expenditure	Contribution			
			from EFTA countries	from candidate countries	from third countries	within the meaning of Article 18(1)(aa) of the Financial Regulation
3	Number Security and Citizenship [XX.YY.YY.YY]	Diff./non-diff.	YES/NO	YES/NO	YES/NO	YES/NO

<sup>13</sup> Diff. = Differentiated appropriations / Non-Diff. = Non-differentiated appropriations

<sup>14</sup> EFTA: European Free Trade Association.

<sup>15</sup> Accessing countries, candidate countries and, where applicable, potential candidates.

### 3.2. Estimated impact on expenditure

#### 3.2.1. Summary of estimated impact on expenditure

EUR million (to 3 decimal places) in current prices

<b>Heading of multiannual financial framework:</b>	3	Security and Citizenship
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DG: COMM			Year 2014 <sup>16</sup>	Year 2015	Year 2016	Year 2017	Year 2018	Year 2019	Year 2020	Year 2021	Year 2022	TOTAL
• Operational appropriations												
16.05.01.01	Commitments	(1)	27.800	27.800	28.800	29.700	29.700	30.600	31.600	0	0	<b>206.000</b>
	Payments	(2)	16.175	23.725	28.125	28.025	29.400	30.300	30.300	11.700	8.250	<b>206.000</b>
Number of budget line	Commitments	(1a)										
	Payments	(2a)										
Appropriations of an administrative nature financed from the envelope for specific programmes <sup>17</sup>												
16.01.04.		(3)	3.200	3.200	3.200	3.300	3,300	3.400	3.400			<b>23.000</b>
<b>TOTAL appropriations for DG COMM</b>	Commitments	=1+1 a+3	31.000	31.000	32.000	33.000	33.000	34.000	35.000			<b>229.000</b>
	Payments	=2+2 a+3	19.375	26.925	31.325	31.325	32.700	33.700	33.700	11.700	8.250	<b>229.000</b>

<sup>16</sup> Year N is the year in which implementation of the proposal/initiative starts.

<sup>17</sup> Technical and/or administrative assistance and expenditure in support of the implementation of EU programmes and/or actions (former "BA" lines), indirect research, direct research.

• TOTAL operational appropriations	Commitments	(4)	27.800	27.800	28.800	29.700	29.700	30.600	31.600	0	0	206.000
	Payments	(5)	16.175	23.725	28.125	29.400	29.400	30.300	30.300	11.700	8.250	206.000
• TOTAL appropriations of an administrative nature financed from the envelope for specific programmes		(6)	3.200	3.200	3.200	3.300	3.300	3.400	3.400	0	0	23.000
<b>TOTAL appropriations under HEADING COMM</b> of the multiannual financial framework	Commitments	=4+ 6	31.000	31.000	32.000	33.000	33.000	34.000	35.000	0	0	229.000
	Payments	=5+ 6	19.375	26.925	31.325	31.325	32.700	33.700	33.700	11.700	8.250	229.000

**If more than one heading is affected by the proposal / initiative:**

• TOTAL operational appropriations	Commitments	(4)										
	Payments	(5)										
• TOTAL appropriations of an administrative nature financed from the envelope for specific programmes		(6)										
<b>TOTAL appropriations under HEADINGS 1 to 4</b> of the multiannual financial framework (Reference amount)	Commitments	=4+ 6										
	Payments	=5+ 6										

**The Commission may externalise the implementation of the Europe for Citizens programme to an executive agency. Amounts and breakdown of estimated costs may have to be adjusted according to the degree of externalisation finally retained.**

<b>Heading of multiannual financial framework:</b>	<b>5</b>	Administration
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EUR million (to 3 decimal places) in current prices

		Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Year 2019	Year 2020	TOTAL
DG: COMM									
• Human resources		1.216	1.216	1.216	1.216	1.216	1.216	1.216	<b>8.512</b>
• Other administrative expenditure		0.273	0.273	0.273	0.273	0.273	0.273	0.273	<b>1.911</b>
<b>TOTAL DG COMM</b>	Appropriations	1.489	1.489	1.489	1.489	1.489	1.489	1.489	<b>10.423</b>

<b>TOTAL appropriations under HEADING 5 of the multiannual financial framework</b>	(Total commitments = Total payments)	1.489	1.489	1.489	1.489	1.489	1.489	1.489	<b>10.423</b>
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EUR million (to 3 decimal places)

		Year 2014 <sup>18</sup>	Year 2015	Year 2016	Year 2017	Year 2018	Year 2019	Year 2020	Year 2021	Year 2022	TOTAL
<b>TOTAL appropriations under HEADINGS 1 to 5 of the multiannual financial framework</b>	Commitments	32.489	32.489	33.489	34.489	34.489	35.489	36.489			<b>239.423</b>
	Payments	20.864	28.414	32.814	32.814	34.189	35.189	35.189	11.700	8.250	<b>239.423</b>

<sup>18</sup> Year N is the year in which implementation of the proposal/initiative starts.

3.2.2. *Estimated impact on operational appropriations*

- The proposal/initiative does not require the use of operational appropriations
- The proposal/initiative requires the use of operational appropriations, as explained below:

Commitment appropriations in EUR million (to 3 decimal places)

Indicate objectives and outputs  ↓			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Year 2019	Year 2020	TOTAL									
	OUTPUTS																		
	Type of output <sup>19</sup>	Average cost of the output	Number of outputs	Cost	Number of outputs	Cost	Number of outputs	Cost	Number of outputs	Cost	Number of outputs	Cost	Number of outputs	Cost	Number of outputs	Cost	Total number of outputs	Total cost	
Action No 1 Raise awareness on remembrance, Union history, identity and aim by stimulating debate, reflection and networking																			
- Partnerships (3 years)	Operational	0.175	8	1.400	8	1.400	8	1.400	10	1.750	10	1.750	10	1.750	0	0.000	54	9.450	

<sup>19</sup> Outputs are products and services to be supplied (e.g.: number of student exchanges financed, number of km of roads built, etc.).

- Structural support (1 year)	Operational	0.100	4	0.400	4	0.400	4	0.400	5	0.500	5	0.500	5	0.500	23	2.300	50	5.000
Remembrance projects	Action grants	0.050	56	2.800	56	2.800	59	2.950	59	2.950	59	2.950	61	3.050	62	3.100	412	20.600
EU history, identity and aim projects	Action grants	0.050	19	0.950	19	0.950	21	1.050	22	1.100	22	1.100	24	1.200	24	1.200	151	7.550
Sub-total for specific objective N°1			87	5.550	87	5.550	92	5.800	96	6.300	96	6.300	100	6.500	109	6.600	667	42.600

<p style="text-align: center;">Action No 2<sup>20</sup></p> <p style="text-align: center;">Encourage democratic and civic participation of citizens at Union level, by developing citizens' understanding of the Union policy making-process and promoting opportunities for societal engagement and volunteering at Union level.</p>																		
- Citizens' meetings	Action grant	0.010	300	3.000	300	3.000	300	3.000	300	3.000	300	3.000	300	3.000	300	3.000	2.100	21.000
- Networks TT	Action grant	0.050	118	5.900	118	5.900	118	5.900	119	5.950	119	5.950	120	6.000	126	6.300	838	41.900
Citizens' and CSOs' projects	Action grant	0.080	45	3.600	45	3.600	50	4.000	50	4.000	50	4.000	55	4.400	55	4.400	350	28.000
- Partnerships (3 years)	Operational grants	0.175	30	5.250	30	5.250	30	5.250	32	5.600	32	5.600	32	5.600	0	0.000	186	32.550
- Structural support (1 year)	Operational grants	0.100	14	1.400	14	1.400	15	1.500	15	1.500	15	1.500	15	1.500	72	7.200	160	16.000
Sub-total for specific objective N°2			507	19.150	507	19.150	513	19.650	516	20.050	516	20.050	522	20.500	553	20.900	3634	139.450

<sup>20</sup> As described in Section 1.4.2. "Specific objective(s)..."

Action No 3																		
Analysis, dissemination and valorisation of project results																		
- Peer reviews	Action grants/PP	0.500	2	1.000	2	1.000	2	1.000	2	1.000	2	1.000	2	1.000	2	1.000	14	7.000
- Studies and communication services	PP	0.250	1	0.250	1	0.250	2	0.500	2	0.500	2	0.500	3	0.750	5	1.250	16	4.000
- Support measures	Action grants	0.075	6	0.450	6	0.450	6	0.450	6	0.450	6	0.450	6	0.450	6	0.450	42	3.150
- Presidency events	Action grants	0.250	2	0.500	2	0.500	2	0.500	2	0.500	2	0.500	2	0.500	2	0.500	14	3.500
- Support structures in the MS	Operational grants	0.030	30	0.900	30	0.900	30	0.900	30	0.900	30	0.900	30	0.900	30	0.900	210	6.300
Sub-total for specific objective N° 3			41	3.100	41	3.100	42	3.350	42	3.350	42	3.350	43	3.600	45	4.100	296	23.950
<b>TOTAL COST</b>			635	27.800	635	27.800	647	28.800	654	29.700	654	29.700	665	30.600	707	31.600	4597	206.000

### 3.2.3. Estimated impact on appropriations of an administrative nature

#### 3.2.3.1. Summary

- The proposal/initiative does not require the use of administrative appropriations
- The proposal/initiative requires the use of administrative appropriations, as explained below:

EUR million (to 3 decimal places)

	Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Year 2019	Year 2020	TOTAL
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<b>HEADING 5 of the multiannual financial framework</b>								
Human resources	1.216	1.216	1.216	1.216	1.216	1.216	1.216	
Other administrative expenditure	0.273	0.273	0.273	0.273	0.273	0.273	0.273	
<b>Subtotal HEADING 5 of the multiannual financial framework</b>	1.489	1.489	1.489	1.489	1.489	1.489	1.489	

<b>Outside HEADING 5<sup>21</sup> of the multiannual financial framework</b>								
Human resources								
Other expenditure of an administrative nature								
<b>Subtotal outside HEADING 5 of the multiannual financial framework</b>								

<b>TOTAL</b>	<b>1.489</b>	<b>10.423</b>						
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<sup>21</sup> Technical and/or administrative assistance and expenditure in support of the implementation of EU programmes and/or actions (former "BA" lines), indirect research, direct research.

**NB: the figures will be adjusted depending on the results of the envisaged externalisation process.**

### 3.2.3.2. Estimated requirements of human resources

- The proposal/initiative does not require the use of human resources
- The proposal/initiative requires the use of human resources, as explained below:

*Estimate to be expressed in full amounts (or at most to one decimal place)*

	Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Year 2019	Year 2020
<b>• Establishment plan posts (officials and temporary agents)</b>							
XX 01 01 01 (Headquarters and Commission's Representation Offices)	9	9	9	9	9	9	9
XX 01 01 02 (Delegations)							
XX 01 05 01 (Indirect research)							
10 01 05 01 (Direct research)							
<b>• External personnel (in Full Time Equivalent unit: FTE)<sup>22</sup></b>							
XX 01 02 01 (CA, INT, SNE from the "global envelope")	1	1	1	1	1	1	1
XX 01 02 02 (CA, INT, JED, LA and SNE in the delegations)							
<b>XX 01 04 yy</b> <sup>23</sup>	- at Headquarters <sup>24</sup>						
	- in delegations						
<b>XX 01 05 02</b> (CA, INT, SNE - Indirect research)							
10 01 05 02 (CA, INT, SNE - Direct research)							
Other budget lines (specify)							
<b>TOTAL</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>

**XX** is the policy area or budget title concerned.

The human resources required will be met by staff from the DG who are already assigned to management of the action and/or have been redeployed within the DG, together if necessary with any additional allocation which may be granted to the managing DG under the annual allocation procedure and in the light of budgetary constraints. Naturally, the above figures will be adjusted depending on the results of the envisaged externalisation process.

<sup>22</sup> CA= Contract Agent; INT= agency staff ("*Intérimaire*"); JED= "*Jeune Expert en Délégation*" (Young Experts in Delegations); LA= Local Agent; SNE= Seconded National Expert;

<sup>23</sup> Under the ceiling for external personnel from operational appropriations (former "BA" lines).

<sup>24</sup> Essentially for Structural Funds, European Agricultural Fund for Rural Development (EAFRD) and European Fisheries Fund (EFF).

Description of tasks to be carried out:

Officials and temporary agents	Programme coordination and contacts with the executive agency
External personnel	

3.2.4. *Compatibility with the current multiannual financial framework*

- Proposal/initiative is compatible with the current multiannual financial framework.
- Proposal/initiative will entail reprogramming of the relevant heading in the multiannual financial framework.

Explain what reprogramming is required, specifying the budget lines concerned and the corresponding amounts.

[n/a]

- Proposal/initiative requires application of the flexibility instrument or revision of the multiannual financial framework<sup>25</sup>.

Explain what is required, specifying the headings and budget lines concerned and the corresponding amounts.

[n/a]

3.2.5. *Third-party contributions*

- The proposal/initiative does not provide for co-financing by third parties
- The proposal/initiative provides for the co-financing estimated below:

Appropriations in EUR million (to 3 decimal places)

	Year N	Year N+1	Year N+2	Year N+3	... enter as many years as necessary to show the duration of the impact (see point 1.6)			Total
Specify the co-financing body								
<b>TOTAL appropriations cofinanced</b>								

<sup>25</sup> See points 19 and 24 of the Interinstitutional Agreement.

### 3.3. Estimated impact on revenue

- Proposal/initiative has no financial impact on revenue.
- Proposal/initiative has the following financial impact:
  - on own resources
  - on miscellaneous revenue

EUR million (to 3 decimal places)

Budget revenue line:	Appropriations available for the ongoing budget year	Impact of the proposal/initiative <sup>26</sup>								
		Year N	Year N+1	Year N+2	Year N+3	... insert as many columns as necessary in order to reflect the duration of the impact (see point 1.6)				
Article .....										

For miscellaneous assigned revenue, specify the budget expenditure line(s) affected.

Specify the method for calculating the impact on revenue.

<sup>26</sup> As regards traditional own resources (customs duties, sugar levies), the amounts indicated must be net amounts, i.e. gross amounts after deduction of 25% for collection costs.