

## ROADMAP

Title of the initiative: Citizenship Report  
Type of initiative (CWP/Catalogue/Comitology): CWP  
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Expected date of adoption of the initiative (month/year): October 2010  
Date of modification:  
Version No: 1

### PART I – Initial IA screening & planning of further work

#### A. Context and problem definition

(i) What is the political context of the initiative? (ii) How does this initiative relate to past and possible future initiatives, and to other EU policies?

The Treaty calls on the Commission to present every three years a report on the application of its provisions on Union Citizenship.

The 6<sup>th</sup> Citizenship Report will take stock of the progress made in the last three years in particular regarding the effective exercise of the rights of free movement and residence, electoral rights and diplomatic and consular protection.

This report will also be forward-looking and present a roadmap for concrete actions to be taken towards making Union Citizenship a more tangible reality.

By focusing on EU citizens' real needs, concerns and expectations, this report will respond to the call of the Stockholm Programme for using all opportunities offered by the Treaty of Lisbon to strengthen the European area of Freedom, Security and Justice for the benefit of EU citizens and will contribute to adding a citizens' dimension to the single market project, in line with the EU 2020 Strategy.

What are the main problems identified?

A substantial legal framework is in place to guarantee EU citizens the rights stemming from Union citizenship and the Commission is implementing measures to ensure that citizens are aware of their rights and to secure the full implementation of these rights. However, there remains a gap between the applicable legal rules and the practical reality citizens are faced with in their daily life, in particular in cross-border situations. For instance, they may still face lengthy procedures, unclear administrative requirements or other obstacles to enjoy the rights they are entitled to; they may be required to produce an excessive number of documents or they may not receive adequate information on how to exercise their rights, for example as voters in municipal and European elections or as tourists abroad in need of consular protection.

Who is affected?

All nationals of Member States exercising the rights they derive from their status as citizens of the Union

(i) Is EU action justified on grounds of subsidiarity? (ii) Why can the objectives of the proposed action not be achieved sufficiently by Member States (necessity test)? (iii) As a result of this, can objectives be better achieved by action by the Community (test of EU Value Added)?

The problems identified are of a transnational nature and cannot be tackled by unilateral Member States' action. The actions needed with a view to strengthening and completing the rights conferred to Member States' nationals by Union Citizenship cannot be identified and put into effect by Member States acting in isolation.

In particular, action at EU level is necessary and can be expected to be more effective than Member States' actions with a view to obtaining a precise overall picture of the practical reality faced by citizens across the Union and producing, on this basis, a comprehensive report on direct and indirect administrative and procedural obstacles created by national boundaries for the effective exercise of citizens' rights resulting from Union citizenship. The actions taken for this purpose at EU level include carrying out two flash Eurobarometer surveys and a qualitative Eurobarometer study, as well as organising a public consultation to draw on the expertise and practical experience of all interested parties – both individual citizens and relevant stakeholders - on how to enhance EU citizens' rights.

In line with the mandate of the Stockholm Programme, ways must be found to achieve a number of key objectives with a view to eliminating the remaining barriers to the effective exercise of citizens' rights resulting from Union citizenship. These objectives include:

- ensuring that European citizens and their family members can fully and effectively exercise their right to free movement and residence, whilst enhancing Member States' capacities to tackle fraud and abuse;
- facilitating the exercise of EU citizens' electoral rights and encouraging participation in the European Parliament elections;
- adopting appropriate coordination and cooperation measures necessary to facilitate consular protection for EU citizens outside the EU and increasing awareness of this right.

These key objectives cannot be attained by unilateral action at the national level.

## **B. Objectives of EU initiative**

What are the main policy objectives?

In the 6<sup>th</sup> Citizenship report, the Commission aims to identify the concrete actions to take with a view to ensuring that European citizens are able to exercise their specific rights to the full. In particular, the Commission will seek to obtain a better understanding of the direct or indirect administrative and procedural obstacles created by national boundaries in the effective exercise of citizens' rights resulting from Union citizenship and to identify measures necessary for the removal of these obstacles.

Do the objectives imply developing EU policy in new areas or in areas of strategic importance?

No

## **C. Options**

- (i) What are the policy options? (ii) What legislative or 'soft law' instruments could be considered? (iii) Would any legislative initiatives go beyond routine up-date of existing legislation?

The actions proposed with a view to identifying the remaining barriers and the concrete possibilities to enhance EU citizens' rights are the following:

- Launch of a public consultation inviting the views of a wide range of stakeholders including: Member States, EU institutions, national, regional and local authorities, intergovernmental and non-governmental organisations, academia, social partners, civil society organisations and individual citizens.

- Organisation of a conference allowing the Commission to have a substantive policy debate with all relevant stakeholders on the issues raised and the ideas put forward in the public consultation.

- Data collection through:

- two flash Eurobarometer surveys on "*Electoral rights for citizens of the EU*" and on "*Citizenship of the EU*", which will provide information on how familiar EU citizens are with their status and underlying rights and gauge their expectations and support for policy measures on citizenship.

- a qualitative Eurobarometer study, which will focus on the experiences of EU citizens who have effectively exercised intra-EU mobility and the obstacles encountered in cross-border situations.

- Adoption of the 6<sup>th</sup> Citizenship report, synthesizing the outcomes of the public consultation and the conference and the findings of the Eurobarometer surveys and announcing the measures that the Commission will take with a view to addressing the obstacles encountered by citizens exercising their rights resulting from Union citizenship during their life cycle in the EU.

Does the action proposed in the options cut across several policy areas or impact on action taken/planned by other Commission departments?

With a view to addressing the obstacles encountered by citizens in all aspects of their daily life, the report should cover a range of related aspects relating to the life cycle of citizens in the EU, such as free movement of documents (e.g. notification of civil status documents). Moreover, the work to be accomplished in this perspective will allow to gradually broaden the scope of this exercise so as to look, in cooperation with all Commission departments concerned (amongst others, DG MARKT, SANCO and EMPL), more generally at the obstacles faced when exercising all the single market freedoms, such as discrimination on grounds of nationality, and work on integrated approaches towards addressing them.

#### **D. Initial assessment of impacts**

Not relevant: The scope of the Report is to evaluate actions taken in the last three years in the area of Union citizenship and to announce measures to be adopted in the future. The analysis of the data collected and of the outcomes of the public consultation will inform the preparation of any impact assessments which might be necessary for putting in place subsequently the concrete actions, including the possible adoption of legislative measures.

#### **E. Planning of further impact assessment work**

Not relevant (see above)