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European Year of Citizens 2013 - Ex-ante evaluation

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1. INTRODUCTION

The European Union plans to designate 2013 as the European Year of Citizens. With this, the EU intends to focus on the rights of Union citizens and to put the informed and effective exercise of those rights at the centre of the political agenda. In particular, this European Year would aim at enhancing awareness of the rights attached to Union citizenship, in particular in relation to the right of Union citizens of free movement and residence within the territory of the Member States.

1.1. The implications of Union citizenship and the rights attached to it – in particular the right to free movement and residence – for Union citizens

Union citizenship, conferred automatically upon all Member States' nationals, grants all Union citizens an additional set of rights, guaranteed by the EU treaties. Union citizens have, inter alia, the right to move and reside freely within the territory of the Member States, the right to vote and to stand as candidates in elections to the European Parliament and in municipal elections in their Member State of residence, the right to enjoy consular protection of the diplomatic and consular authorities of another Member State in third countries as well as the right to petition the European Parliament, to apply to the European Ombudsman, and to address the EU institutions and advisory bodies in any of the Treaty languages.¹

Moreover, Union citizenship is closely related to the democratic principles of the European Union² which set the frame for the participation of citizens in the democratic life in the Union.

The right to move and reside freely within the territory of the Member States, enshrined in Article 21 of the Treaty on the Functioning of the European Union and in Article 45 of the Charter of Fundamental rights of the EU, is one of the most important and cherished individual rights granted by EU law. Union citizens consider freedom of movement as a core right deriving from their status as Union citizens, and indeed, as virtually synonymous with Union citizenship³.

As such, it constitutes the most concrete expression of the benefits related to Union citizenship and promotes a better understanding of the value of European integration as well as citizens' participation in the European project.

At the same time, when extending aspects of their lives beyond national borders by travelling to other Member States or settling there, citizens become aware and take advantage of the broad array of rights granted to them under EU law in cross-border situations: for instance, they benefit from the coordination of social security schemes and they use their rights as consumers in other Member States, their rights to have access to education or healthcare, to obtain recognition of their professional qualifications. The exercise of the right to free movement and residence contributes therefore in making Union citizenship a tangible reality in the daily life of citizens.

¹ Art. 20 (2) TFEU

² Title II TEU, in particular Articles 9, 10 and 11.

³ Eurobarometer Qualitative survey "European Citizenship – Cross-border mobility", August 2010.

The rights granted to Union citizens to vote and to stand as candidates in elections to the European Parliament and in municipal elections in their Member State of residence are of primary importance in this context, since they provide Union citizens with the means to participate in the democratic life of the Union, whilst at the same time contributing to their integration into the society of the Member States of residence.

1.2. Policy context

The proposed European Year delivers on the commitment made by President José Manuel Barroso, in his 3 September 2009 political guidelines for the new Commission, to reinforce EU citizenship by revitalising the link between citizens and the EU and by giving real effect to their rights.

It also delivers on the call of the European Parliament's resolution of 15 December 2010 on the situation of fundamental rights in the European Union (2009) – effective implementation after the entry into force of the Treaty of Lisbon. In this resolution the European Parliament calls upon the Commission to make 2013 the European Year of Citizenship in order to give momentum to the debate on European citizenship and inform EU citizens of their rights, in particular the new rights resulting from the entry into force of the Treaty of Lisbon.

The Stockholm Programme⁴ puts the citizen at the heart of European policies in the field of freedom, security and justice. It focuses its actions on 'building a citizen's Europe', including by ensuring the full exercise of the citizens' right to free movement.

The 'Youth on the Move' flagship initiative⁵ of the Europe 2020 strategy, the 2006 'European Year of Workers' Mobility' and the ensuing 'European Job Mobility Action Plan'⁶ have highlighted the significance of facilitating free movement and workers' mobility with a view to addressing the consequences of demographic change on the labour market and increasing the employability of people and the competitiveness of European industries. More generally, free movement either enables, as an essential condition, or underpins the cross-border exercise by citizens of a broad range of EU rights, ranging from their rights as consumers to access goods and services to their rights as passengers or tourists. Facilitating free movement has the potential to enhance citizens' possibilities to fully benefit from the single market, whilst being a key driver for growth.

To this end, the European Year would raise citizens' awareness about the right to free movement and the conditions for its exercise as well as about other relevant rights available to them in cross-border situations.

In the EU Citizenship Report 2010 "Dismantling the obstacles to EU citizens' rights"⁷, the Commission addressed main obstacles which citizens still encounter in

⁴ Communication from the Commission to the European Parliament and to the Council "An area of freedom, security and justice serving the citizen", COM 2009 262 final, of 10.6.2009

⁵ COM (2010) 477 final of 15.9.2010

⁶ COM (2007) 773 final of 6.12.2007

⁷ COM (2010) 603 final of 27.10.2010

their daily lives when they seek to exercise their rights as Union citizens and outlined 25 concrete actions to remove these obstacles. This Report showed how Union citizenship brings rights and benefits to the citizens and launched a process for the further identification of obstacles and solutions for their elimination, with a view to empowering Union citizens to effectively enjoy their rights under EU law.

The European Year would build on the EU Citizenship Report 2010, support the process launched by the Commission and provide the framework for the publication of an action plan toward completing the removal of persistent obstacles standing in the way of citizens' enjoyment of their rights as Union citizens, as announced in this report. By raising citizens' awareness of their right to free movement and more generally of their rights as Union citizens, this European Year would give visibility to Union citizenship and its concrete benefits for individuals.

Moreover, by promoting a better understanding of the value of European integration and by demonstrating the concrete impact of Union policies in citizens' lives, the 2013 European Year would highlight the importance of citizens' participation in the European project as well as serve to strengthen tolerance, mutual understanding, social and societal cohesion and, thus, to promote European democracy.

In view of the clear link between EU citizens' concerns and expectations, the political pre-election debate and voter turnout in European elections, the resulting stimulation of citizens' participation in the democratic life of the Union would be particularly important in the run up to the 2014 European elections and the launch of the next generation of the 'Europe for Citizens' financial programme. In addition, it can be assumed that, when the European Year will take place, the first attempts will have been made to launch a Citizens' initiatives based on Article 11 TEU and this will be a valuable experience that the Year will be able to draw upon.

The European Year will be constructed around the "strategic triangle" of (i) securing the necessary rights and providing information in order to make these rights accessible to citizens, (ii) meeting the challenges and providing the deliverables based on the needs of citizens, and (iii) giving citizens the opportunity to take part and act in the European political arena and shape the EU political agenda.

The European Year is closely linked to the Commission's general political objective to put citizens at the centre of the EU policy agenda. It will, consequently, be implemented in close cooperation with a number of Commission services which focus their policies on citizens as individual holders of rights and citizens as organised civil society and will benefit from the active contribution and support of all Commission services.

Moreover, the cooperation with the other EU Institutions and the Member States in the context of the European Year is in line with the joint political declaration "Communicating Europe in Partnership" of 22 October 2008.⁸

⁸ OJ C 13, 20.1.2009, p. 3

2. PROBLEM ANALYSIS AND NEEDS ASSESSMENT

2.1. Problems and challenges

2.1.1. Lack of concrete knowledge about citizens' rights

A 2010 Eurobarometer survey⁹ showed that, although Europeans are broadly aware of their status as Union citizens (79% claim some familiarity with the term 'citizen of the European Union'), they lack concrete knowledge about the rights attached to this status: only 43% know the meaning of the term 'citizen of the European Union' and almost half of European citizens (48%) indicate that they are not well informed about their rights as Union citizens.

Regarding specifically the right to free movement and residence, in 2009, an estimated 11.9 million Union citizens were living in another Member State than their own, while many more might exercise this right at some point in their lives: A Eurobarometer survey conducted in 2009¹⁰ showed that more than one third (35%) of European citizens would consider working in another Member State. However, as demonstrated by the same survey, close to one in five Europeans see too many obstacles to working in another Member State. Another 2009 study¹¹ found that the lack of information was (together with language difficulties) the most important barrier to cross-border commuting, which constitutes, besides trans-national migration, the main form of geographic labour mobility within the EU.

These findings were confirmed by a 2010 survey investigating the experiences of European citizens having actually exercised their right to free movement¹². One of the most popular ideas among respondents as possible means to make intra-EU mobility easier was the provision of an information guide by each Member State on the rights of other Member States' nationals who reside there. This survey also showed that the information citizens need in order to exercise their right to free movement is not strictly limited to the conditions of using this right as such: amongst the administrative issues which people had looked at prior to moving, the two items mentioned most often were social security and welfare and the recognition of academic diplomas.

FLASH EUROBAROMETER 294 (March 2010)

European Union Citizenship

How well do you feel that you are informed about your rights as a citizen of the European Union?

⁹ Flash Eurobarometer survey 294 'EU citizenship', March 2010

¹⁰ Flash Eurobarometer survey 263 "The Internal Market: Awareness – Perceptions – Impacts" (March 2010)

¹¹ Scientific Report on the Mobility of Cross-Border Workers within the EU-27/EEA/EFTA Countries, commissioned by the European Commission, January 2009

¹² Eurobarometer Qualitative survey "European Citizenship – Cross-border mobility" (August 2010)

% Very well informed	2.7
% Well informed	29.3
% Not well informed	47.9
% Not informed at all	19.1
% DK/NA	1

<p>EUROBAROMETER QUALITATIVE SURVEY (August 2010)</p> <p>European Citizenship – Cross-border Mobility</p> <p><i>Key findings</i></p>	
<p>PLANNING THE MOVE</p>	<ul style="list-style-type: none"> • Respondents cited a variety of reasons for moving; the most frequent of these, mentioned by just under half of respondents, was work. About a quarter of respondent moved in order to study in the new Member State. • Those moving with an existing employer or for study purposes did the least amount of planning and most of the administrative arrangements were taken care of by their employer or university. Those who did not move by themselves or moved for a longer period of time tended to do the most planning either because the move did not just involve their own administrative requirements or because it was more permanent. • The amount of time that people had spent planning their moves varied widely. However, most people appeared to have spent between two and six months planning their move.
<p>ARRIVING AND LIVING IN ANOTHER MEMBER STATE</p>	<ul style="list-style-type: none"> • More than half the respondents reported experiencing some form of administrative problem or difficulty after moving to the new Member State.
<p>CITIZENSHIP</p>	<ul style="list-style-type: none"> • Respondents from about half of the countries covered by the study felt that, although they were aware of some of their rights as EU citizens, they would not consider themselves to be well informed, or could be better informed. A smaller, but still significant number of respondents felt confident that they knew and understood their rights, while a small minority were of the view that they know their rights very well. • When respondents were asked what they believed to be their rights as EU citizens, it was clear that the rights to mobility (freedom of movement) and to working and in some cases studying, in any EU Member State are foremost in their minds.
<p>VOTING</p>	<ul style="list-style-type: none"> • The findings show widespread uncertainty amongst respondents about their voting rights after they have

	<p>moved to a different EU Member State. Only just over a third of respondents voted in the last European Parliamentary elections and the majority of these voted in their home country.</p> <ul style="list-style-type: none"> • As with European elections, only a small minority of respondents had participated in local elections in the Member State to which they had moved. • About twice the number had voted in local elections than had voted in EU elections in their new country of residence. • When asked if having access to more information about the European Parliamentary elections and the programmes and objectives of candidates and parties would have made them more likely to vote in the last election, well over half the respondents indicated that this would have been the case.
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2.1.2. *Data about intra-EU mobility*

Socio-demographic analysis shows that women (87%) more often than men (81%) indicate that they have neither lived nor worked in another country, nor come from another country to live/work. Of all the age groups, those aged 15 - 24 have the lowest proportion who say that they have lived/worked abroad, but given relatively short time they could have been in employment this is not surprising. Those who completed their education aged 20+ have the highest proportion of respondents who have lived and worked in another country in the past (20+:17%, 16-19:9%, <16:8%). Managers more frequently say they have lived and worked in another country in the past (16%), particularly compared to inactive people not in retirement or education (7%).¹³

Europeans are most likely (60%) to think that people moving within the EU is a good thing for European integration, 50% think it is a good thing for the labour market, and 47% think it is a good thing for the economy. Although 48% think moving around is a good thing for individuals, when it comes to the impact on families people are less certain. Only 36% say this kind of mobility is a good thing for families, and 29% say that it is a bad thing.¹⁴

Encouraging factors for living and working abroad are hope of a better quality of life (29%), closely followed by better working conditions (27%) and better career opportunities (23%).¹⁵ On the discouraging side: 39% of Europeans are discouraged from working abroad because it would mean leaving home; 27% do not want to impose large changes on their families, whilst 21% do not want to leave their friends. The problem of learning a new language is a disincentive for 19% of Europeans. Least important factors are that friends / family have had a bad experience abroad (3%), and believing that the economic climate abroad is worse than in one's own country (4%).¹⁶

¹³ Special Eurobarometer 337 Geographical and labour market mobility (December 2009), 53

¹⁴ Ibid., 72

¹⁵ Ibid., 105

¹⁶ Ibid., 111

SPECIAL EUROBAROMETER 337 (December 2009)	
Geographical and labour market mobility	
<i>Do you envisage working in a country outside (OUR COUNTRY) at some time in the future?</i>	
% Yes	17
% No	73
% Don't Know	10
<i>In general, how do you currently rate the chances of one finding a job outside (OUR COUNTRY), compared to the chances of finding a job in (OUR COUNTRY)?</i>	
% Much better	9
% Somewhat better	25
% Somewhat worse	13
% Much worse	8
% No difference, about the same	29
% Don't Know	16
<i>How long was the duration of your stay the last time you lived and/or worked abroad (or how long have you already been here, if you are from abroad)?</i>	
% A few weeks or less	8
% A few months to less than 1 year	30
% 1 year to less than 2 years	13
% 2 years to less than 5 years	17
% 5 years to less than 10 years	10
% 10 years or more	19
% Don't Know	3
<i>If you were to work abroad and had a choice between living there or to commute, which of the following would you prefer?</i>	
% Daily commute between place of residence and place of work	8
% Weekly commute between place of residence and place	6

of work	
% Monthly commute between place of residence and place of work	5
% To live there	40
% Do not intend to work abroad	35
% Don't Know	6

2.1.3. Challenges

Qualitative data from European citizens having actually exercised their right to free movement¹⁷ confirm the close relationship between the knowledge about Union citizens' rights and the use of these rights.

It is clear that citizens, who wish to study, work, retire, and live in another Member State need to be adequately informed about the different rights available to them in cross-border situations and to be able to effectively enjoy them in practice. The necessary information comprises not only abstract rights, but also practical information on administrative, legal, economic, societal and cultural issues. Without this knowledge citizens are not able to make informed decisions about making use of their free movement rights.

More broadly, citizens' awareness of their rights to free movement and more generally of their rights as Union citizens is crucial to enable individuals, businesses and society as a whole to benefit from the full range of opportunities available in the single market.

Taking stock of this situation, the Commission concluded, in the EU Citizenship Report 2010, that Union citizens are prevented from enjoying their rights because they lack awareness of them and announced its intention to step up the dissemination of information to Union citizens about their rights as such and in particular about their free movement rights. A European Year of Citizens as a broad awareness-raising campaign is listed as one of the means to remedy this lack of awareness.

The effective use of Union citizens' rights by people is also a way to enhance the legitimacy of the EU as a guarantor of democracy, social cohesion and economic growth. Insofar a European Year is also a means to strengthen the sense of belonging of citizens to the EU.

2.2. Target group and its needs

The European Year is targeted at the general public, but would focus on multipliers in order to use the budget in the most efficient way. In this respect, special attention shall be addressed to strategic groups (e.g. migrant workers).

¹⁷ Eurobarometer Qualitative survey "European Citizenship – Cross-border mobility", August 2010

The recent Eurobarometer surveys (cf. supra) show clearly that women, young people and people with a shorter general education and initial vocational training phase are less likely to consider using their right to move and reside freely in another Member State. The specific needs of these subgroups comprise easily accessible information in particular about the advantages and practicalities of moving to another Member States for reasons of working or training.

The analysis of encouraging and discouraging factors for mobility shows that there are a number of "objective" hurdles to be tackled (such as linguistic and administrative problems); it demonstrates however also clearly that these obstacles can be overcome while the biggest obstacles are more linked to attitudes and uncertainties. These can be addressed through the launch of a debate which is not limited to the professional and cultural elites, but involves all parts of society and highlights the opportunities deriving from Union citizenship.

Regarding the fact that an important part of Europeans who are residing in another Member State is staying abroad for 5 years and more (29%) it is important to see that the active use of political rights could probably be boosted if more specific and better targeted information would be provided in the run up to the next EP elections. In the Eurobarometer qualitative survey of August 2010 well over half the respondents indicated that having access to more information about the European Parliamentary elections and the programmes and objectives of candidates and parties would have made them more likely to vote.

2.3. Strategic partners and relays

In order to enhance the coverage, effects and impacts of the activities put in place, the Year will try to engage in close cooperation with the following strategic partners and relays:

- All EU institutions and bodies;
- Representations of the Commission and the EP in the Member States;
- Civil society organisations / think tanks and their networks, in particular those which are active in the areas of citizens' rights and citizens' participation in the democratic life of the Union;
- EU information and documentation centres in the Member States.

Member States and their governments and public administrations are a key factor for success as stated in the political declaration "Communicating Europe in Partnership". It is, hence, important to involve them in both the preparation and implementation of the European Year. To this end a steering committee including representatives of Member States and Member States' governments will be set up and will be involved in the monitoring of progress through the relevant formations in Council (in particular the Council Working Party on Information).

3. OBJECTIVES OF THE EUROPEAN YEAR 2013

The European Year would raise awareness among multipliers and the general public about Union citizens' rights and how to concretely benefit from those rights, with a view to facilitating the exercise of the right to move and reside freely within the territory of the Member States.

General objective of the European Year is a greater sense of belonging of citizens to the EU through the promotion of rights of Union citizens, in particular the right to move and reside freely within the territory of the Member States.

The European Year would have three specific policy objectives:

(1) To raise Union citizens' awareness of their right to move and reside freely within the European Union and more generally the rights guaranteed to Union citizens in cross-border situations, including their right to participate in the democratic life of the Union.

(2) To raise Union citizens' awareness of how they can tangibly benefit from EU rights and policies while living in another Member State, and to stimulate their active participation in civic fora on Union policies and issues.

(3) To stimulate a debate about the impact and potential of the right to free movement, as an inalienable aspect of Union citizenship, in particular in terms of strengthening societal cohesion and mutual understanding between Union citizens and the bond between citizens and the EU.

3.1. Objectives and related indicative indicators

The three specific policy objectives can be broken down to three operational objectives: a media campaign, conferences and events as well as studies/research and the dissemination of results.

The three operational objectives comprise as sub-objectives (expected results) a total of 50 actions.

Specific objectives	Operational objectives (expected results)	Indicative indicators
<ul style="list-style-type: none"> • Raising Union citizens' awareness about their rights to free movement and more generally in cross-border situations • Raising Union citizens' awareness of how they can concretely benefit from EU rights and policies, including by stimulating their contribution to shaping the European 	<ul style="list-style-type: none"> • Implementation of a media-based campaign at EU level – Development and implementation of a horizontal communication strategy and of a number of target group-specific communication strategies (women, young people/students, workers, people with disabilities, voters/candidates, 	<ul style="list-style-type: none"> • Level of Union citizens' general awareness of their rights (Eurobarometer surveys) • Level of knowledge of specific subgroups, broken down by gender, about the rights and practical conditions for exercising these rights (Eurobarometer surveys and specific research)

<p>project</p> <ul style="list-style-type: none"> • Stimulating a debate about the impact and potential of the right to free movement, as an inalienable aspect of Union citizenship, on societal cohesion and mutual understanding and the bond between citizens and the EU 	<p>consumer etc.)</p> <ul style="list-style-type: none"> – Development and implementation of an internet strategy based on a specific website (integrated into "Your Europe" web portal and linked to "Citizenship Report" website) and presence in social media – Production and distribution of web- and AV- material targeted at the general public and specific sub-target groups which address <ul style="list-style-type: none"> -- how citizens can fully enjoy in practice the rights and opportunities available to them in cross-border -- how EU actions and policies aimed at guaranteeing the effective exercise of citizens' rights, in particular through the removal of obstacles, and on the impact of such policies on citizens' daily lives • Conferences and events at EU level – Opening and closing conferences (ideally with the Irish and Lithuanian Presidencies) with thematic focus on rights and participation – Events targeted at local authorities in charge of implementing EU citizens' rights and practitioners or other stakeholders active in this field 	<ul style="list-style-type: none"> • Number of outputs in the framework of the information campaign: events, AV-, web-based products and level of outreach to the general public and to specific sub-target groups • Level of involvement of civil society stakeholders and citizens reached through events and media production • Level of satisfaction of citizens with the EU (Standard Eurobarometer surveys) • Number of initiatives launched by citizens and civil society stakeholders under the relevant Union programmes (such as "Europe for Citizens", "Fundamental Rights and Citizenship") •
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4. MAIN POLICY OPTIONS AND ALTERNATIVE DELIVERY MECHANISMS

The following policy options for the European Year 2013 were considered:

4.1. "Status quo" approach

This approach would mean pursuing current plans and actions to give concrete meaning to Union citizenship and facilitate the effective exercise of the rights

attached to it, including the right to free movement, without in addition putting in place a European Year of Citizens.

Benefit (strength) of this approach is that it does not require an additional specific budget. Costs (weaknesses) are the persistence of the problems and challenges as outlined in section 2.1 as well as high political costs in terms of lost opportunities to take advantage of the current momentum created by the EU Citizenship Report 2010 towards making Union citizenship a tangible reality in citizens' daily lives and facilitating the exercise of citizens' rights across national borders, as well as to demonstrate the impacts of Union policies on citizens' lives so as to stimulate citizens' participation in the run up to the 2014 European elections.

4.2. Sectoral approach

The objective of facilitating free movement through awareness raising about Union citizens' rights in particular in cross-border situations could be pursued solely in the context of the different sectoral EU policies which focus on citizens in their different roles as workers, travellers, consumers, entrepreneurs, volunteers, students, etc.

In this vein, in the run up to the 2014 European elections some - however unconnected - initiatives could be launched by single Commission services, the EP and/or other actors in order to encourage and stimulate the participation of citizens residing in other Member States than their own in these elections and more generally in the democratic life of the Union. In this context, the "Europe for Citizens" programme (2007-2013) would dedicate in its last year of implementation one of its priorities to the contribution of active citizenship to the European democracy.

Benefit (strengths) of this approach is that no additional budget is needed.

Costs (weaknesses) include a lack of overall planning; lack of high visibility events; a limited outreach to the general public. More importantly, the compartmentalised nature of the approach would mean that citizens would get partial information and different perspectives on their rights and possibilities depending from which perspective they are targeted (workers, consumers, students, tourists, entrepreneurs etc), which could potentially create confusion. There would be difficulties to link in a coherent way the message at European and national level. This option 4.2 is insufficient to reach all objectives listed in section 3 of this ex-ante evaluation.

4.3. European Year approach

A European Year focused on enhancing awareness of Union citizenship rights has the potential to contribute to facilitating the exercise of the right to free movement, to the benefit both of the individuals concerned and of European societies and economies. This would also be beneficial for Union citizenship itself, given the positive association between Union citizenship and free movement as one of its core benefits.

Indeed, this approach would serve to underline that everything the EU does is for the benefit of citizens of Europe, as emphasised by President Barroso in his State of the Union address of 7 September 2010. It would highlight the concrete benefits of Union citizens' rights and the EU policies aimed at removing the obstacles to their

exercise and it would make Union citizenship a tangible reality in the daily lives of citizens, thus stimulating their active involvement in the democratic life of the Union. An important part of the Year would be dedicated to awareness raising activities on how the EU works, which individual rights it provides to citizens and how citizens can fully enjoy them in their daily lives, how citizens can influence the future of the EU, and which impact the EU's policies have on the daily lives of citizens. In addition, existing programmes, such as the "Europe for Citizens" programme would be used to stimulate the public debate and encourage civic participation.

The European Year would combine an awareness raising campaigns directed at the general public as well as at specific target groups (with a focus on multipliers); events targeted at public authorities, practitioners and other key stakeholders; a horizontal strategy for the use of internet/social media in this context; events related to citizens' rights and citizens' participation (that could serve as a run up to the 2014 European elections) organised with the two Presidencies and in close cooperation with the EP and possibly the EESC/CoR). Moreover, innovative – *e.g.* internet/social media-based – forms of dialogue with citizens can be organised.

The lead service in the Commission will invite and stimulate other Commission services to prepare and implement with their own resources initiatives in line with the objectives of the Year which can be communicated under the common label "European Year of Citizens 2013". Thus the European Year has the potential to trigger a much broader campaign.

The Year would be implemented at the EU level and carried out in close cooperation with the other EU Institutions. The Representations in the Member States and the involvement of Member States through a Steering Committee and the relevant Council formations would ensure the linking of the EU initiative with the national level. Civil society would be involved in preparing and implementing the European Year.

Benefits (strengths) of this approach are that the Year would have a high outreach to the general public and to specific target audiences. It would deliver clear and coherent messages and mobilise stakeholders at both the EU and national level. Member States as well as civil society would be empowered to assume ownership of the theme. This Year would be a concrete expression of the Commission's strong commitment to putting citizens at the heart of the EU political agenda.

4.4. Member States based approach

In the run up to the 2014 European elections Member States could be specifically invited to organise awareness raising campaigns/events on the electoral rights of Union citizens, which would highlight - although only within the national context - the impact of Union policies in citizens' daily lives and the possibilities for Union citizens to influence such policies.

Benefits (strengths) of this approach are that no additional budget is needed. This approach would empower Member States to assume ownership of the themes and help to mobilise stakeholders in Member States with an established culture of civic participation. Cost (weakness) is a lack of coherence between messages at EU level

and national level and between messages disseminated in different Member States. This approach is generally insufficient to reach all objectives listed in section 3 of this ex-ante evaluation.

4.5. Design for the European Year 2013

The proposal for the European Year 2013 aims at activating existing structures rather than to create new ones that would exist just for one year, thus increasing the sustainability of the Year's legacy and impact.

No additional funding is sought for the European Year. The flexibility for annual priority-setting based on the budget lines and programmes of the Directorates General for Communication provides sufficient financial margin for running the Year on a EUR 1 million scale. There are no overlaps between the European Year of Citizens and the Europe for Citizens programme. The initiatives are complementary. The Year would consist of the centrally managed communication campaign, putting the objectives of this Decision into practice. The "Europe for Citizens" Programme and the "Fundamental Rights and Citizenship" Programme could have thematic priorities relevant to the European Year in their annual work programme for 2012/13 and could fund projects related to the European Year.

5. STAKEHOLDER CONSULTATION AND LESSONS LEARNED

5.1. Stakeholder consultation and involvement

In the context of the public consultation carried out by the Commission on "EU citizens rights – the way forward" which was concluded on 15 June 2010 and the conference on this theme that took place on 1 and 2 July 2010, civil society organisations strongly supported the idea of EU policies focusing on the meaning of Union citizenship and the rights attached to it and on exploring ways for Union citizenship to acquire real significance in peoples' lives. On other occasions, such as subsequent conferences organised by key stakeholders such as the European Citizens Action Service, civil society expressed support for awareness raising actions aimed at bridging the gap between legal rules guaranteeing free movement of Union citizens and the obstacles citizens are confronted in reality.

The Commission has further received positive feedback from some of the strategic partners and relays listed in section 2.2, regarding actions focusing on certain aspects of the exercise of rights attached to Union citizenship, and in particular encouraging citizens' societal engagement and active involvement in giving effect to participative democracy.

During the preparatory phase of the European Year in 2012 a steering committee will be set up which involves the EU Institutions, Member States as well as stakeholder organisations. The steering committee will meet 3 times in 2012 and 1-2 times in 2013. It will discuss the programme of the European Year and act as a liaison network with potential actors during the Year.

5.2. Lessons learned from recent studies

5.2.1. Eurobarometer surveys

The August 2010 Standard Eurobarometer survey shows that not only the satisfaction of citizens with the way democracy works in the European Union has dropped significantly, but also that the trust in the European institutions has been affected. There are now more Europeans who tend not to trust the EU (47%, +7 points). Support for EU membership has dropped to the lowest levels recorded in the last decade. On the other hand, the EB survey shows clearly, that citizens feel that the EU is best able to take effective action against the effects of the financial and economic crisis, and that people wish more coordination among Member States. This suggests that a targeted awareness-raising initiative, such as a European Year, is an effective instrument to respond to information needs of citizens.

Qualitative and Flash Eurobarometer surveys of 2009 and 2010¹⁸ revealed that apart from the estimated 11.7 million Union citizens who are living in another Member State than their own, many more might exercise this right at some point in their lives: more than one third (35%) of European citizens polled in 2009 state that they would consider working in another Member State. Surveys carried out in 2010 show that almost half of Union citizens (48%) feel that they are 'not well informed' about their rights. Indeed, less than one third (32%) consider themselves 'well' or 'very well' informed about their rights as Union citizens. Specifically with regard to free movement, one-sixth (17%) of Union citizens state that they do not want to look for work in another Member State because they believe that there are too many obstacles.

5.2.2. EU Citizenship Report 2010

The Citizenship Report 2010 is based on extensive evidence of the main problems citizens are still confronted with when they seek to exercise their rights as Union citizens in particular in cross-border situations. It therefore identifies not only the obstacles persisting in relation to free movement itself but also a number of issues of direct interest for citizens who consider exercising their right to free movement, where the EU needs to step up its efforts to disseminate information and remove remaining obstacles. Such issues include property rights of international couples, the cross-border recognition of civil status documents, the protection of suspected and accused persons in criminal proceedings, taxation problems in cross-border situations, cross-border health care and eHealth technology issues, passenger and tourist rights, consumer rights, the recognition of academic diplomas, social security issues, the exercise of electoral rights and the awareness of the meaning of citizenship.

The European Year of Citizens can therefore draw extensively on the findings of the EU Citizenship Report 2010 and the process launched by this report for the further removal of obstacles preventing citizens from effectively enjoying their EU rights so

¹⁸ Special Eurobarometer 337 "Geographical and Labour Market Mobility" (November/December 2009); Flash Eurobarometer 294 "EU Citizenship" (March 2010); Eurobarometer Qualitative Survey "European Citizenship – Cross-border Mobility" (August 2010)

as to better focus its aims and actions on the most relevant issues with a view to facilitating free movement of Union citizens.

5.2.3. *Analysis of the European elections 2009*

The analysis of the European elections 2009 suggests that, although awareness of the campaign launched by the EU encouraging people to vote is positive (67%), its impact seems to be limited on turnout. Nevertheless, there are a number of conclusions and lessons learned for the future:

- The most powerful centralised activities were those using audio-visual media; the most cost-efficient were the activities using the new media and digital strategy.
- Regarding country-specific activities, the debates and public events in Member States are still very much needed in all Member States to engage people. They should be organised in a way that gives space to real, controversial debates and generates media attention to achieve a multiplier effect.
- Campaign activities built on existing public events and addressed targeted established networks, together with debates and public events organised by the European Commission's Representations for the general public, proved to produce positive benefits in terms of people's perception of the EU. To illustrate, 15% of respondents (in a specific post-campaign survey of the target group) said that their opinion of the EU had improved after seeing a campaign on MTV targeted on young people.
- A 2010 Flash Eurobarometer survey showed that more than eight out of 10 EU citizens consider that receiving more information from the political parties on their programmes and on the impact of the EU on their lives could contribute to a higher turnout¹⁹. This was confirmed by the findings of a Qualitative Eurobarometer survey carried out in the same year and investigating the experiences of European citizens who have actually exercised their right to free movement²⁰.

5.2.4. *Studies*

An ongoing study on active citizenship which will be concluded in 2011 looks into the different concepts and examines good practice in this area which will be the basis for recommendations.

A study on maximising the potential of mobility in building European identity and promoting civic participation in the EU will be finalised by July 2011; it examines the relationship between the exposure of citizens (in particular representatives of civil society organisations) to the reality of another Member State and their ability to develop a European perspective for problem solving.

¹⁹ Flash Eurobarometer 292 'Electoral rights of citizens of the EU', March 2010

²⁰ Qualitative Eurobarometer survey "European Union citizenship – cross-border mobility", August 2010

In 2011 a study will be launched to look into how adequate knowledge on EU citizens' right to free movement is ensured on the ground, and in particular into the practices put in place at Member States' level to train officials on the front-desks of the relevant national, regional and local authorities. The findings of this study will be used to identify and promote good practices and, possibly, to develop a training module.

5.3. Lessons learned from the evaluation of previous European Years

The experience with previous European Years and their ex post evaluation (e.g. the European Year of Education through Sport 2005²¹; the European Year of Equal Opportunities for All 2007²²) showed that European Years:

- have proven to be an efficient instrument in putting European political issues at the top of the policy agenda. The broad level of participation within a limited timeframe has helped to harness political support and pave the way for broader political commitments;
- are designed to involve a range of stakeholders with a view to publicising, debating, exchanging views on a specific theme. They are therefore an effective tool in raising awareness;
- are efficient instruments for creating synergies between different areas of intervention at EU, Member States and regional/local levels;
- tend to have more added value as compared to individual interventions by Member States. This has also been important in creating political momentum and contributing to policy change.

6. RISKS AND ASSUMPTIONS

Assumption	Risk	Assessment
Increased visibility of Union citizens' rights and of the impact of EU policies in their daily lives	Level of visibility remains the same	An information and communication campaign is foreseen. The Commission as well as the other EU institutions have a wide range of instruments at their disposal in the fields of informing about and promoting Union citizens' rights (among them programmes, such as "Europe for Citizens" and "Fundamental Rights and Citizenship"). They can be applied in a much more target-oriented way in the framework of a European Year.
Civil society will react	There is a risk of too high	The contribution of civil society in

²¹ Commission Européenne, Evaluation externe (ex-post) de l'année européenne l'éducation par le sport 2004 (2005)

²² European Commission, On-going Evaluation of the 2007 European Year of Equal Opportunities for All. Final Report (2008)

positively to this Year and will actively take part in it	expectations regarding the activities of the Year and the possibilities for participation of civil society organisations and citizens in the EU decision-making process.	stimulating citizens' participation will be a key factor for achieving the objectives of the European Year. Hence, it should be well accepted by the overwhelming majority of stakeholders. A clear political signal from the Commission about citizens' participation in EU debates (with regard to process and contents) will clarify ambiguities.
EU Member States will react positively and will participate in the campaign and its events; good cooperation between Member States	Lack of political support from some Member States.	As the main problem addressed by the European Year has also direct repercussions at the national level, the risk of lack of support in principle is weak. Moreover, the chosen approach ensures adequate support for Member States' actions in the context of the Year as well as coordination and coherence
Interest and involvement of the media	Limited co-operation from the media Risk that European Year is considered as a marketing action rather than an efficient tool to facilitate the exercise of citizens' rights, and in particular of the right to free movement. Negative degree of co-operation with the media	The risk is weak because the Year will focus on concrete topics and benefits in the daily lives of citizens. A broad information and communication campaign will stimulate cooperation with the media in the context of the European Year. The media campaign will be embedded in a positive public debate which is based on feedback from the grassroots level.
Awareness-raising through the European Year will enhance the identification of citizens with the EU which will lead to more civic commitment and participation (including a higher voter turnout in the 2014 European elections)	No fundamental change in the general public's attitude and no further increase in civic commitment and participation (including further decline in voter turnout in 2014 European elections)	The European Year is only one element of a new approach of the Commission to place citizens at the centre of the political agenda. It can be expected that this new approach increases the satisfaction of citizens with the EU in general.
European Year triggers a much broader mobilisation within the Commission and with other EU Institutions and stakeholders	Too limited budget prevents the European Year to have a tangible effect with regard to the objectives	Early involvement of a number of Commission services which are active in the area of citizens' rights; set up of a Task Force to create synergies within the Commission; set up of a Steering Committee to get other EU Institutions, Member States and stakeholders on board.

7. PROPORTIONALITY AND ADDED VALUE OF EU INVOLVEMENT

All options considered respect the proportionality principle, as the means and actions they would involve would not exceed what is necessary to achieve the stated objectives.

The suggested European Year would provide appropriate means and methods to raise awareness among people for Union citizens' right to free movement and the rights available to them under EU law in a cross-border context. These rights are relevant in economic, societal and political terms and have the potential to enhance citizens' sense of belonging to the EU.

The European Year approach will "translate" the legal definition of rights enshrined in the Treaties into "real life stories" and thus provide much more accessible information. By defining communication strategies for the general public and specific sub-target groups it will establish a back channel that should help the EU and Member States to better understand persistent problems.

The central production and distribution of print-, AV- and web based materials across the EU which is linked to high-visibility events (conferences with top level decision makers and stakeholders) is an effective and cost-efficient way of promoting a number of focused messages.

The increased ability of citizens to make informed decisions when they consider studying, working, retiring, living in another Member State or taking advantage in any other way of their EU rights across national borders is not only for the benefit of individual persons, but also of the labour market, the competitiveness of European industries and of society as a whole.

Moreover, by promoting a better understanding of the value of European integration and by demonstrating the concrete impact of Union policies in citizens' lives, the 2013 European Year would highlight the importance of citizens' participation in the European project as well as serve to strengthen tolerance, mutual understanding, social and societal cohesion and, thus, to promote European democracy.

8. HELPING TO ACHIEVE COST EFFECTIVENESS

8.1. Cost implications of the European Year

No additional funding is sought for the European Year. The flexibility for annual priority-setting based on the budget lines and programmes of the Directorates General for Communication provides sufficient financial margin for running the Year on a EUR 1 million scale.

8.1.1. *Financial Resources: Summary of commitment appropriations (CA) and payment appropriations (PA)*

No additional funding is sought for the European Year. The flexibility for annual priority-setting based on the budget lines and programmes of the Directorates General for Communication provides sufficient financial margin for running the Year on a EUR 1 million scale. The administrative resources can also come from existing administrative budgets. Therefore the amounts inserted in the tables are for information only.

EUR million (to 3 decimal places)

Expenditure type	Section no.		Year 2013	Year 2014	Year	n+2	n+3	n+4	n+5 and later	Total
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Operational expenditure

Commitment Appropriations (CA)	8.1.	a	1.000							1.000
Payment Appropriations (PA)		b	0.500	0.500						1.000

Administrative expenditure within reference amount

Technical & administrative assistance (NDA)	8.2.4.	c								
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TOTAL REFERENCE AMOUNT

Commitment Appropriations		a	1.000							1.000
		+								
		c								
Payment Appropriations		b	0.500	0.500						1.000
		+								
		c								

Administrative expenditure not included in reference amount

Human resources and associated expenditure (NDA)	8.2.5.	d	0.635	0.127						0.762
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Administrative costs, other than human resources and associated costs, not included in reference amount (NDA)	8.2.6.	e	0.106	0.019						0.125
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Total indicative financial cost of intervention²³

TOTAL CA including cost of Human Resources		a + c + d + e	1.635	0.127						1.762
TOTAL PA including cost of Human Resources		b + c + d + e	1.135	0.627						1.762

8.1.2. Objectives of the proposal in terms of their financial cost

Commitment appropriations in EUR million (to 3 decimal places)

(Headings of Objectives, actions and outputs should be provided)	Av. cost	Year 2013		Year 2014		TOTAL	
		No. outputs	Total cost	No. outputs	Total cost	No. outputs	Total cost
SPECIFIC OBJECTIVE No 1							
To raise awareness of the right to move and reside freely....							
Media campaign							
Production and distribution of AV- and web-based material(VNRs, video clip, websites etc.)	0.100	2	0.200			2	0.200
Sub-total Objective No 1	0.100	2	0.200			2	0.200

²³

The Commission has proposed within the preliminary draft budget for the year 2012 to attribute 1.000 m € for the preparatory actions of the year. Another 1.000 m € will be used from the "Europe for Citizens" programme's Action 3 (budget line 16 05 01 01) for the preparation in 2012 plus 1.000 m € for the implementation in 2013. Adequate human resources – in particular to ensure the functioning of a Task Force which will have to run the European Year and to coordinate with other Commission services and possibly other cooperation partners – will be allocated in 2012 for the preparatory actions and in 2013 for the implementation.

SPECIFIC OBJECTIVE No 2							
To raise awareness of how to tangibly benefit from EU rights and policies while living in another Member State							
Conferences and events							
Opening and closing conferences (in cooperation with the IE, LT Presidencies)		2	0.600			2	0.600
Sub-total Objective 2		2	0.600			2	0.600
SPECIFIC OBJECTIVE No 3							
To stimulate a debate about the impact and potential of the right to free movement							
Workshops		2	0.200			2	0.200
Sub-total Objective 3		2	0.200			2	0.200
TOTAL COST		6	1.000			6	1.000

8.1.3. Number and type of human resources

		Types of post				
		Year 2013	Year 2014	Year n+2	Year n+3	Year n+4
Officials or temporary staff	A*/AD	3	0.5			
	B*, C*/AST	2	0.5			
Staff financed by art. 16 01 02						
Other staff financed by art. 16 01 04/05						
TOTAL		5	1			

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

8.2. Could the same results be achieved at lower costs?

The European Year will be based on existing structures and instruments and enhance their effectiveness by integrating them into a coherent framework. No

additional funding is sought for the European Year. The flexibility for annual priority-setting based on the budget lines and programmes of the Directorates General for Communication provides sufficient financial margin for running the Year on a EUR 1 million scale. The administrative resources can also come from existing administrative budgets

The staff tasked with the preparation and implementation of the European Year will have to invest a considerable part of their working time to ensure the coordination with other Commission services and other cooperation partners. An important aspect of the planning foresees the mobilisation of a broad range of cooperation partners under a common label "European Year 2013".

Financial leverage effect will be produced through the momentum created. The information and communication actions could be used to increase the number of actions using the visual identity of the Year.

9. PLANNING OF FUTURE MONITORING AND EVALUATION

The design of the monitoring framework will be mainly the responsibility of the Commission. The monitoring system will be coherent with the data needed to furnish the indicators highlighted in section 3.1.

An internal evaluation will be carried out in 2014 together with all cooperation partners in the framework of the Steering Committee. This arrangement will allow the Commission to report to the EU institutions by the end of 2014 on the results achieved. The objective of this report will be to assess the results achieved by the European Year of Citizens in the light of its objectives.
