



25.9.2018

DRAFT OPINION

of the Committee on Culture and Education

for the Committee on Civil Liberties, Justice and Home Affairs

on the proposal for a regulation of the European Parliament and of the Council
establishing the Rights and Values programme
(COM(2018)0383 – C8-0234/2018 – 2018/0207(COD))

Rapporteur for the opinion (*): Sylvie Guillaume

(*) Associated committee – Rule 54 of the Rules of Procedure

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SHORT JUSTIFICATION

The future ‘Citizenship, Rights and Values’ programme should help to relaunch a conversation among Europeans and to foster reciprocal understanding at a time when the notion of belonging to a shared space has been called into question by a sharp rise in intolerance.

The rapporteur for the opinion appreciates that the Commission is pursuing synergy effects in response to budgetary constraints.

Nonetheless, she believes it is more necessary than ever to consolidate the ground occupied by the former Europe for Citizens programme with its evident added value in terms of promoting civic involvement, strengthening a shared sense of belonging and encouraging people to participate as citizens with a stake in democracy. That programme has proved its worth and, by contributing to a wider awareness of European issues, it could have a positive effect in stimulating people’s interest in the forthcoming European elections.

For these reasons, the rapporteur finds it regrettable that the strongly symbolic concept of citizenship has been dropped from the programme title, and she proposes that it be reinstated.

She also considers it essential to hold out for a budget commensurate with the programme’s aims, and she therefore proposes an increase in the budget for strand B – ‘Citizens’ engagement and participation’ – the field within her remit. The budget currently proposed falls far short of the level that Parliament had urged. Therefore, it is proposed that the ‘Citizens’ engagement’ strand be strengthened, with a budget of EUR 500 million – a figure equivalent to barely one euro per EU citizen. It is important to defend a European programme accessible to all those citizens who support a strong Europe as a counterweight to various kinds of nationalism, and one which reaffirms a spirit of solidarity.

Aware of the need to promote remembrance activities around the events that led to the creation of the European Union, and to understand the present better in order to pursue the common task of building the future, the rapporteur for the opinion proposes that remembrance-based activities highlighting the importance of the principles and values that underpin the EU should be developed.

Furthermore, given the limited funding earmarked for this programme, the rapporteur for the opinion considers that the Commission ought not to be allowed to spend any of it on a communication effort about the EU’s policy priorities, as the Commission communication services already have substantial budgets for such activity.

She welcomes the introduction of an instrument to support civil society organisations in the EU that promote fundamental values at a local level in order to sustain open, democratic and inclusive societies, while at the same time underscoring the need to defend one-off projects undertaken by ordinary people within their communities, which are vital if Europe is to be a lived reality. She stresses, in particular, that the programme should be made accessible to people with disabilities.

Given that opportunities for citizens’ activities within the Member States are often limited and that, despite their commitment, many applicants for grant aid are frustrated at not being selected, the rapporteur believes that the ‘Citizens’ engagement’ strand of the programme ought not to be opened to associate third countries.

The rapporteur for the opinion shares the Commission's view that the system of national contact points, which have already proved their worth in the Europe for Citizens programme, should be extended so as to support project promoters more effectively through the steps they need to take, and she urges that this be mentioned in the regulation.

The rapporteur proposes, too, that the Commission should adopt the work programmes and multiannual priorities through delegated acts, and not through implemented acts as it has suggested in its proposal.

Overall, the rapporteur welcomes the approach that the Commission is proposing, particularly with the change in the legal basis enabling Parliament to play its role of co-legislator. She points out that this programme covers many civic projects which crucially need to be sustained today and encouraged in the future.

AMENDMENTS

The Committee on Culture and Education calls on the Committee on Civil Liberties, Justice and Home Affairs, as the committee responsible, to take into account the following amendments:

Amendment 1

Proposal for a regulation Title 1

Text proposed by the Commission

Proposal for a
REGULATION OF THE EUROPEAN
PARLIAMENT AND OF THE COUNCIL
establishing the Rights and Values
programme

Amendment

Proposal for a
REGULATION OF THE EUROPEAN
PARLIAMENT AND OF THE COUNCIL
establishing the *Citizenship*, Rights and
Values programme

Or. fr

Amendment 2

Proposal for a regulation Recital 2

Text proposed by the Commission

(2) Those rights and values must continue to be promoted and enforced and shared among the citizens and peoples and be at the heart of the EU project. Therefore, a new Justice, Rights and

Amendment

(2) Those rights and values must continue to be promoted and enforced and shared among the citizens and peoples and be at the heart of the EU project. Therefore, a new Justice, Rights and

Values Fund, comprising the Rights and Values and the Justice programmes shall be created in the EU budget. At a time where European societies are confronted with extremism, radicalism and divisions, it is more important than ever to promote, strengthen and defend justice, rights and EU values: human rights, respect for human dignity, freedom, democracy, equality, the rule of law. ***This will have profound and direct implications for political, social, cultural and economic life in the EU. As part of the new Fund, the Justice Programme will continue to support the further development of Union area of justice and cross-border cooperation.*** The Rights and Values Programme will bring together the 2014-2020 Programme Rights, Equality and Citizenship established by Regulation (EU) No 1381/2013 of the European Parliament and of the Council⁸ and the Europe for Citizens programme established by Council Regulation (EU) No 390/2014⁹, (hereafter 'the predecessor Programmes').

⁸ Regulation (EU) No 1381/2013 of the European Parliament and of the Council of 17 December 2013 establishing a Rights, Equality and Citizenship Programme for the period 2014 to 2020 (OJ L 354, 28.12.2013, p. 62)

⁹ Council Regulation (EU) No 390/2014 of 14 April 2014 establishing the 'Europe for Citizens' programme for the period 2014-2020 (OJ L 115/3, 17.4.2014).

Values Fund, comprising the ***Citizenship***, Rights and Values and the Justice programmes shall be created in the EU budget. At a time where European societies are confronted with extremism, radicalism and divisions, ***and the rule of law is ever more clearly in retreat in certain countries***, it is more important than ever to promote, strengthen and defend justice, rights and EU values: human rights, respect for human dignity, freedom, democracy, equality, the rule of law. The ***Citizenship***, Rights and Values Programme will bring together the 2014-2020 Programme Rights, Equality and Citizenship established by Regulation (EU) No 1381/2013 of the European Parliament and of the Council⁸ and the Europe for Citizens programme established by Council Regulation (EU) No 390/2014⁹, (hereafter 'the predecessor Programmes').

⁸ Regulation (EU) No 1381/2013 of the European Parliament and of the Council of 17 December 2013 establishing a Rights, Equality and Citizenship Programme for the period 2014 to 2020 (OJ L 354, 28.12.2013, p. 62)

⁹ Council Regulation (EU) No 390/2014 of 14 April 2014 establishing the 'Europe for Citizens' programme for the period 2014-2020 (OJ L 115/3, 17.4.2014).

Or. fr

Amendment 3

Proposal for a regulation Recital 3

Text proposed by the Commission

(3) The Justice, Rights and Values Fund and its two *underlying* funding programmes will focus primarily on people and entities, which contribute to *make* our common values, *rights and rich diversity alive and vibrant*. The ultimate objective is to *nurture and* sustain rights-based, equal, inclusive and democratic society. That includes *a vibrant* civil society, encouraging *people's* democratic, civic and social participation *and fostering the rich diversity of European society*, based on our common history and memory. Article 11 of the Treaty of the European Union further specifies that the institutions shall, by appropriate means, give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action.

Amendment

(3) The Justice, Rights and Values Fund and its two funding programmes will focus primarily on people and entities which contribute to *the embodiment of* our common values *and rights and demonstrate the wealth of our diversity*. The ultimate objective is to sustain rights-based, equal, inclusive and democratic society. That includes *sustaining* civil society *and* encouraging democratic, civic and social participation based on our common history and memory. Article 11 of the Treaty of the European Union further specifies that the institutions shall, by appropriate means, give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action.

Or. fr

Amendment 4

Proposal for a regulation

Recital 4

Text proposed by the Commission

(4) The Rights and Values programme (the 'Programme') should allow *developing* synergies to tackle the challenges that are common to the promotion and protection of values and to reach a critical dimension to have concrete results in the field. That should be achieved by building on the positive experience of the predecessor Programmes. This will enable to fully exploit the potential of synergies, to more effectively support the policy areas covered and to increase their potential to reach people. To be effective, the Programme should take into account the specific nature of the different policies, their different

Amendment

(4) The *Citizenship*, Rights and Values programme (the 'Programme') should allow synergies *to be developed* to tackle the challenges that are common to the promotion and protection of values and to reach a critical dimension to have concrete results in the field. That should be achieved by building on the positive experience of the predecessor Programmes. This will enable to fully exploit the potential of synergies, to more effectively support the policy areas covered and to increase their potential to reach people. To be effective, the Programme should take into account the specific nature of the different policies,

target groups and their particular needs through tailor-made approaches.

their different target groups and their particular needs through tailor-made approaches.

Or. fr

Amendment 5

Proposal for a regulation Recital 6

Text proposed by the Commission

(6) Remembrance activities and critical reflection on Europe's historical memory are necessary to make citizens aware of **the** common history, as the foundation for a common future, **moral purpose and shared values**. The relevance of historical, cultural and intercultural aspects should also be taken into account, as well as the links between remembrance and the creation of a European identity and sense of belonging together.

Amendment

(6) Remembrance activities and critical reflection on Europe's historical memory are necessary to make citizens aware of **their** common history, as the foundation for a common future. The relevance of historical, cultural and intercultural aspects should also be taken into account, as well as the links between remembrance and the creation of a European identity and sense of belonging together **on the basis of shared values**.

Or. fr

Amendment 6

Proposal for a regulation Recital 28

Text proposed by the Commission

(28) Reflecting the importance of tackling climate change in line with the Union's commitments to implement the Paris Agreement and the United Nations Sustainable Development Goals, this Programme will contribute to mainstream climate action and to the achievement of an overall target of 25 % of the EU budget expenditures supporting climate objectives. Relevant actions will be identified during the Programme's

Amendment

deleted

preparation and implementation, and reassessed in the context of its mid-term evaluation.

Or. fr

Amendment 7

Proposal for a regulation

Recital 30

Text proposed by the Commission

(30) In order to ensure uniform conditions for the implementation of this Regulation, the power to adopt acts in accordance with Article 290 of the Treaty on the Functioning of the European Union should be delegated to the Commission in respect of indicators as indicated in Article 14 and 16 and Annex II. It is of particular importance that the Commission carry out appropriate consultations during its preparatory work, including at expert level, and that those consultations be conducted in accordance with the principles laid down in the Interinstitutional Agreement on Better Law-Making of 13 April 2016. In particular, to ensure equal participation in the preparation of delegated acts, the European Parliament and the Council receive all documents at the same time as Member States' experts, and their experts systematically have access to meetings of Commission expert groups dealing with the preparation of delegated acts.

Amendment

(30) In order to ensure uniform conditions for the implementation of this Regulation, the power to adopt acts in accordance with Article 290 of the Treaty on the Functioning of the European Union should be delegated to the Commission in respect of *the adoption of the work programme, multiannual priorities and* indicators as indicated in Article 14 and 16 and Annex II. It is of particular importance that the Commission carry out appropriate consultations during its preparatory work, including at expert level, and that those consultations be conducted in accordance with the principles laid down in the Interinstitutional Agreement on Better Law-Making of 13 April 2016. In particular, to ensure equal participation in the preparation of delegated acts, the European Parliament and the Council receive all documents at the same time as Member States' experts, and their experts systematically have access to meetings of Commission expert groups dealing with the preparation of delegated acts.

Or. fr

Amendment 8

Proposal for a regulation

Article premier – paragraph 1

Text proposed by the Commission

This Regulation establishes the Rights and Values programme ('Programme').

Amendment

This Regulation establishes the **Citizenship**, Rights and Values programme (the 'Programme'), **which shall be implemented for the period from 1 January 2021 to 31 December 2027.**

Or. fr

Amendment 9

Proposal for a regulation Article 2 – paragraph 1

Text proposed by the Commission

1. The general objective of the Programme is to protect and promote rights and values *as* enshrined in the EU Treaties, including by supporting civil society organisations, in order to sustain open, democratic and inclusive societies.

Amendment

1. The general objective of the Programme is to protect and promote rights, **as well as the principles** and values enshrined in the EU Treaties, **and on the basis of which the Union was founded**, including by supporting civil society organisations **and citizens**, in order to **remind everyone of the importance of those values and principles and thereby to** sustain open, democratic and inclusive societies.

Or. fr

Amendment 10

Proposal for a regulation Article 2 – paragraph 2 – point b

Text proposed by the Commission

(b) to promote *citizens* engagement and participation in the democratic life of the Union (***Citizens' engagement and participation strand***),

Amendment

(b) to **raise citizens' awareness of the importance of the EU through activities aimed at keeping alive remembrance of the historic events that led to its creation, and to promote civic engagement as well as meetings of citizens and their**

participation in the democratic life of the Union (*Active Citizenship strand*),

Or. fr

Amendment 11

Proposal for a regulation

Article 3 – paragraph 1 – introductory part

Text proposed by the Commission

Within the specific objective set out in point (a) of Article 2(2), the Programme shall *focus on*:

Amendment

Within the specific objective set out in point (a) of Article 2(2), the Programme shall *pursue the following objectives*:

Or. fr

Amendment 12

Proposal for a regulation

Article 3 – paragraph 1 – point b

Text proposed by the Commission

(b) protecting and promoting the rights of the child, the rights of people with disabilities, Union citizenship rights and the right to the protection of personal data.

Amendment

(b) protecting and promoting the rights of the child, the rights of people with disabilities, Union citizenship rights (*including European Citizens' Initiatives*) and the right to the protection of personal data.

Or. fr

Amendment 13

Proposal for a regulation

Article 4 – title

Text proposed by the Commission

Citizens engagement and participation strand

Amendment

Active Citizenship strand

Amendment 14

Proposal for a regulation

Article 4 – paragraph 1 – introductory part

Text proposed by the Commission

Within the specific objective set out in point (b) of Article 2(2), the Programme shall *focus on*:

Amendment

Within the specific objective set out in point (a) of Article 2(2), the Programme shall *pursue the following objectives*:

Or. fr

Amendment 15

Proposal for a regulation

Article 4 – paragraph 1 – point a

Text proposed by the Commission

(a) *increasing* citizens' understanding of the Union, its *history*, cultural heritage and diversity;

Amendment

(a) *supporting projects put forward by citizens' organisations aimed at encouraging people to learn more about their shared history and to remember the events that preceded the establishment of the EU; fostering* citizens' understanding of the Union *and its origins, raison d'être and achievements, as well as awareness of the importance of its founding principles and values and recognition of the wealth of its* cultural heritage and diversity;

Or. fr

Amendment 16

Proposal for a regulation

Article 4 – paragraph 1 – point b

Text proposed by the Commission

(b) promoting exchange and

Amendment

(b) promoting exchange and

cooperation between citizens of different countries; to promote *citizens'* civic and democratic participation allowing citizens and associations to *make known and publicly exchange their views in* all areas of Union action;

cooperation between citizens of different countries *so as to afford them direct, practical experience of the wealth of cultural diversity and heritage in the EU, particular through meetings of citizens and town twinning*; to promote civic and democratic participation allowing citizens and associations to *conduct proper public debates about* all areas of Union action;

Or. fr

Amendment 17

Proposal for a regulation

Article 5 – paragraph 1 – introductory part

Text proposed by the Commission

Within the specific objective set out in point (c) of Article 2(2), the Programme shall *focus on*:

Amendment

Within the specific objective set out in point (a) of Article 2(2), the Programme shall *pursue the following objectives*:

Or. fr

Amendment 18

Proposal for a regulation

Article 6 – paragraph 1

Text proposed by the Commission

1. The financial envelope for the implementation of the Programme for the period 2021 – 2027 shall be EUR [**641 705 000**] *in* current prices.

Amendment

1. The financial envelope for the implementation of the Programme for the period 2021 – 2027 shall be EUR [**908 705 000**] *at* current prices.

Or. fr

Amendment 19

Proposal for a regulation

Article 6 – paragraph 2 – point b

Text proposed by the Commission

(b) EUR [233 000 000] for the specific objective referred to in Article 2(2)(b);

Amendment

(b) EUR [500 000 000] for the specific objective referred to in Article 2(2)(b): ***approximately 20% of the total budget for this objective to be allocated to remembrance activities, 60% to democratic participation, 10% to promotional activities and 10% to administration (indicative breakdown).***

Or. fr

Amendment 20

Proposal for a regulation Article 6 – paragraph 3

Text proposed by the Commission

3. The amount referred to in paragraph 1 may be used for technical and administrative assistance for the implementation of the Programme, such as preparatory, monitoring, control, audit and evaluation activities ***including corporate information technology systems***, studies, meetings of experts, ***communications*** on priorities and areas related to the general objectives of the programme.

Amendment

3. The amount referred to in paragraph 1 may be used for technical and administrative assistance for the implementation of the Programme, such as preparatory, monitoring, control, audit and evaluation activities, studies ***and*** meetings of experts, communications on priorities and areas related to the general objectives of the programme.

Or. fr

Amendment 21

Proposal for a regulation Article 7 – paragraph 1 a (new)

Text proposed by the Commission

Amendment

(1a) Participation in the Active Citizenship strand referred to in Article 4 shall be open only to the countries mentioned in point (a) of the first

paragraph of this article.

Or. fr

Amendment 22

Proposal for a regulation

Article 8 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

(3a) The programme shall include tailored access provision for people with disabilities with a view to enabling them to exercise their rights to the full and to participate, in their own right, in the societies in which they live.

Or. fr

Amendment 23

Proposal for a regulation

Article 12 – paragraph 3

Text proposed by the Commission

Amendment

3. An operating grant may be awarded without a call for proposals to **The** European Network of Equality Bodies (EQUINET) to cover expenditure associated **to** its permanent work programme.

3. An operating grant may be awarded without a call for proposals to **the** European Network of Equality Bodies (EQUINET), **under Article 6(2)(a)**, to cover expenditure associated **with** its permanent work programme.

Or. fr

Amendment 24

Proposal for a regulation

Article 13 – title

Text proposed by the Commission

Amendment

Work programme

Work programme ***and multiannual priorities***

Or. fr

Amendment 25

Proposal for a regulation Article 13 – paragraph 2

Text proposed by the Commission

Amendment

2. The work programme ***shall be adopted by the Commission by means of an implementing act. That implementing act shall be adopted in accordance with the advisory procedure referred to in Article 19.***

2. ***The Commission shall adopt a delegated act in accordance with Article 16 complementing this Regulation by establishing the work programme and, as required, the multiannual priorities on which the work programme is based.***

Or. fr

Amendment 26

Proposal for a regulation Article 18 – paragraph 2

Text proposed by the Commission

Amendment

2. The Commission shall implement information and communication actions relating to the Programme, and its actions and results. ***Financial resources allocated to the Programme shall also contribute to the corporate communication of the political priorities of the Union, as far as they are related to the objectives referred to in Article 2.***

2. The Commission shall implement information and communication actions relating to the Programme, and its actions and results.

Or. fr

Amendment 27

Proposal for a regulation Article 18 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

(2a) The Member States, with the Commission's support, shall establish contact points for the Programme. These national structures shall have the task of disseminating, in a targeted and effective way, practical information to the potential beneficiaries (citizens, organisations and local government bodies) on the ground. The information shall cover the implementation of the Programme, the activities it comprises and the project financing arrangements. Contact point staff shall receive training to ensure that the Programme is implemented in a uniform way. The contact points shall have no responsibility for project evaluation, which shall be carried out by the Commission.

Or. fr

Amendment 28

Proposal for a regulation Annex I – paragraph 1 – introductory part

Text proposed by the Commission

Amendment

The specific objectives of the Programme referred to in Article 2(2) will be pursued in particular through support to the following activities:

The specific objectives of the Programme referred to in Article 2(2) will be pursued in particular through support to the following ***general*** activities:

Or. fr

Amendment 29

Proposal for a regulation

Annex I – paragraph 1 – point a

Text proposed by the Commission

(a) awareness raising, dissemination of information to improve *the* knowledge of the policies and rights in the areas covered by the Programme;

Amendment

(a) awareness raising ***among citizens about the principles on which the EU is founded, and*** dissemination of information ***designed*** to improve knowledge of the policies and rights in the areas covered by the Programme;

Or. fr

Amendment 30

Proposal for a regulation

Annex I – paragraph 1 – point b

Text proposed by the Commission

(b) mutual learning through exchange of good practices among stakeholders to improve knowledge and mutual understanding and civic and democratic engagement;

Amendment

(b) mutual learning through exchange of good practices among stakeholders ***(including associations, civil society organisations, local government bodies and citizens)*** to improve knowledge and mutual understanding and civic and democratic engagement;

Or. fr

Amendment 31

Proposal for a regulation

Annex I – paragraph 1 – point c

Text proposed by the Commission

(c) ***analytical and monitoring activities³¹ to improve the understanding of the situation in the Member States and at EU level in the areas covered by the Programme as well as to improve the***

Amendment

deleted

implementation of EU law and policies ;

³¹ These activities include for instance the collection of data and statistics; the development of common methodologies and, where appropriate, indicators or benchmarks; studies, researches, analyses and surveys; evaluations; impact assessment; the elaboration and publication of guides, reports and educational material.

Or. fr

Amendment 32

Proposal for a regulation Annex I – paragraph 1 – point e

Text proposed by the Commission

Amendment

(e) information and Communication Technology (ICT) tools development and maintenance;

deleted

Or. fr

Amendment 33

Proposal for a regulation Annex I – paragraph 1 – point f

Text proposed by the Commission

Amendment

(f) strengthening citizen's awareness of European culture, history and remembrance as well as their sense of belonging to the Union;

*(f) strengthening citizen's awareness of European culture, history and remembrance as well as their sense of belonging to the Union, **particularly through:***

Or. fr

Amendment 34

Proposal for a regulation

Annex I – paragraph 1 – point f – point i (new)

Text proposed by the Commission

Amendment

(i) *initiatives to reflect on the causes of totalitarian regimes in Europe's modern history (especially but not exclusively Nazism which led to the Holocaust, fascism, Stalinism and totalitarian communist regimes) and to commemorate the victims of their crimes;*

Or. fr

Amendment 35

Proposal for a regulation

Annex I – paragraph 1 – point f – point ii (new)

Text proposed by the Commission

Amendment

(ii) *activities concerning other defining moments and reference points in recent European history;*

Or. fr

Amendment 36

Proposal for a regulation

Annex I – paragraph 1 – point g

Text proposed by the Commission

Amendment

(g) bringing together Europeans of different nationalities and cultures by giving them the opportunity to participate in town-twinning activities;

(g) bringing together Europeans of different nationalities and cultures by giving them the opportunity to participate in town-twinning activities, *thus making for a stronger bottom-up approach;*

Or. fr

Amendment 37

Proposal for a regulation
Annex I – paragraph 1 – point j

Text proposed by the Commission

(j) *developing the capacity of European networks to promote and further develop Union law, policy goals and strategies as well as* supporting civil society organisations active in the areas covered by the Programme;

Amendment

(j) supporting civil society organisations active in the areas covered by the Programme;

Or. fr

Amendment 38

Proposal for a regulation
Annex II – Table I – Line 3 a (new)

Text proposed by the Commission

Amendment

Geographical distribution of projects

Or. fr