



EUROPSKI PARLAMENT

2009 - 2014

Dokument s plenarne sjednice

A7-0424/2012

11.12.2012

*****I**

IZVJEŠĆE

o prijedlogu Uredbe Vijeća o uspostavljanju programa „Europa za građane” za razdoblje 2014. – 2020.

(COM(2011)0884 – C7-0000/2011 – 2011/0436(APP))

Odbor za kulturu i obrazovanje

Izvjestitelj: Hannu Takkula

Oznake postupaka

*	Postupak savjetovanja
***	Postupak suglasnosti
***I	Redovni zakonodavni postupak (prvo čitanje)
***II	Redovni zakonodavni postupak (drugo čitanje)
***III	Redovni zakonodavni postupak (treće čitanje)

(Navedeni se postupak temelji na pravnoj osnovi predloženoj u nacrtu akta.)

Izmjene nacrtu akta

Amandmani Parlamenta u obliku dvaju stupaca

Brisanja su označena ***podebljanim kurzivom*** u lijevom stupcu. Izmjene su označene ***podebljanim kurzivom*** u obama stupcima. Novi tekst označen je ***podebljanim kurzivom*** u desnom stupcu.

U prvom i drugom retku zaglavlja svakog amandmana naznačen je predmetni odlomak iz nacrtu akta koji se razmatra. Ako se amandman odnosi na postojeći akt koji se želi izmijeniti nacrtom akta, zaglavlje sadrži i treći redak u kojem se navodi postojeći akt te četvrti redak u kojem se navodi odredba akta na koju se izmjena odnosi.

Amandmani Parlamenta u obliku pročišćenog teksta

Novi dijelovi teksta označuju se ***podebljanim kurzivom***. Brisani dijelovi teksta označuju se oznakom ■ ili su precrtani. Izmjene se naznačuju tako da se novi tekst označi ***podebljanim kurzivom***, a da se zamijenjeni tekst izbriše ili precrtu.

Iznimno, izmjene strogo tehničke prirode koje unesu nadležne službe prilikom izrade konačnog teksta ne označuju se.

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NACRT ZAKONODAVNE REZOLUCIJE EUROPSKOG PARLAMENTA

o prijedlogu Uredbe Vijeća o uspostavljanju programa „Europa za građane” za razdoblje 2014. – 2020.

(COM(2011)0884 – C7-0000/2011 – 2011/0436(APP))

(Redovni zakonodavni postupak: prvo čitanje)

Europski parlament,

- uzimajući u obzir prijedlog Komisije (COM(2011)0884),
 - uzimajući u obzir članak 352. Ugovora o funkcioniranju Europske unije, u skladu s kojima je Komisija podnijela prijedlog Parlamentu (C7-0000/2011),
 - uzimajući u obzir mišljenje Odbora za pravna pitanja od 28. ožujka 2012. o predloženoj pravnoj osnovi,
 - uzimajući u obzir članak 294. stavak 3. Ugovora o funkcioniranju Europske unije,
 - uzimajući u obzir mišljenje Europskog gospodarskog i socijalnog odbora od 11. srpnja 2012.¹,
 - uzimajući u obzir mišljenje Odbora regija od 18. srpnja 2012.²,
 - uzimajući u obzir članke 55.i 37. Poslovnika,
 - uzimajući u obzir izvješće Odbora za kulturu i obrazovanje i mišljenja Odbora za proračune, Odbora za građanske slobode, pravosuđe i unutarnje poslove i Odbora za ustavna pitanja (A7-0424/2012),
1. usvaja sljedeće stajalište u prvom čitanju;
 2. ističe da financijska omotnica navedena u prijedlogu zakona sadrži samo uputu zakonodavnom tijelu te se ne može precizno utvrditi prije postizanja sporazuma o prijedlogu uredbe kojom se određuje višegodišnji financijski okvir za razdoblje 2014. – 2020.
 3. podsjeća na svoju rezoluciju od 8. lipnja 2011. o ulaganju u budućnost: novi višegodišnji financijski okvir (MFF) za konkurentnu, održivu i uključivu Europu³; ponavlja da su potrebna dovoljna dodatna sredstva u sljedećem višegodišnjem financijskom okviru kako bi Unija mogla ostvariti svoje postojeće političke prioritete i nove zadaće predviđene Ugovorom iz Lisabona, a i reagirati na nepredviđene događaje; poziva Vijeće da, ako se ne slaže s ovim pristupom, jasno navede od kojih bi se njegovih prioriteta ili projekata moglo potpuno odustati bez obzira na njihovu dokazanu europsku dodanu vrijednost;

¹ SL C 299, 4.10.2012., str. 122.

² SL C 277, 13.9.2012., str. 43.

³ Usvojeni tekstovi, P7_TA(2011)0266.

ističe da je čak i uz povećanje iznosa sredstava za sljedeći višegodišnji financijski okvir od najmanje 5 % u usporedbi s 2013. godinom moguće ostvariti tek ograničeni doprinos ostvarenju usuglašenih ciljeva i obveza Unije i načelu solidarnosti Unije;

4. zahtijeva od Komisije da predmet ponovno uputi Parlamentu ako namjerava bitno izmijeniti svoj prijedlog ili ga zamijeniti drugim tekstom;
5. nalaže svojem predsjedniku da stajalište Parlamenta proslijedi Vijeću, Komisiji i nacionalnim parlamentima.

Amendment 1

Proposal for a regulation Citation 1

Text proposed by the Commission

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

Amendment

Having regard to the Treaty on the Functioning of the European Union, and in particular **Articles 167 and** 352 thereof,

Amendment 2

Proposal for a regulation Title

Text proposed by the Commission

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

Amendment

Proposal for a regulation **of the European Parliament and of the Council** establishing for the period 2014-2020 the 'Europe for Citizens' **programme**

Amendment 3

Proposal for a regulation Citation 4

Text proposed by the Commission

Having regard to the consent of the European Parliament,

Amendment

deleted

Amendment 4

Proposal for a regulation Citation 5

Text proposed by the Commission

Acting in accordance with ***a special*** legislative procedure,

Amendment

Acting in accordance with ***the ordinary*** legislative procedure ***and the requirement for unanimity in the Council provided for in the first sentence of Article 352(1) of the Treaty on the Functioning of the European Union,***

Amendment 5

Proposal for a regulation Recital 1

Text proposed by the Commission

(1) In line with ***Article*** 11 of the Treaty on European Union, the Union's institutions should give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action, as well as maintain an open, transparent and regular dialogue with representative associations and civil society.

Amendment

(1) In line with ***Articles 10 and*** 11 of the Treaty on European Union (TEU), ***every citizen has the right to participate in the democratic life of the Union and*** the Union's institutions should give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action, as well as maintain an open, transparent and regular dialogue with representative associations and civil society.

Amendment 6

Proposal for a regulation Recital 1 a (new)

Text proposed by the Commission

Amendment

(1a) The Court of Justice of the European Union has specified that recourse to a dual legal base is possible "exceptionally when a measure simultaneously pursues a number of objectives or has several

components that are indissociably linked, without one being secondary and indirect in relation to the other"¹, which is clearly the case as regards the programme established by this Regulation, where the two main objectives, namely raising awareness in relation to remembrance and encouraging civic participation, are to be placed on an equal footing.

¹ See Case C-411/06 *Commission v Parliament and Council* [2009] ECR I-7585, paragraph 45, Case C-166/07 *Parliament v Council* [2009] ECR I-7135, paragraph 42, and the case-law cited therein.

Amendment 7

Proposal for a regulation Recital 2 a (new)

Text proposed by the Commission

Amendment

(2a) Facilitating the participation of citizens in the democratic life of the Union requires a series of joint actions by the Union to promote fundamental freedoms, human rights and democracy, cultural diversity, tolerance and solidarity, in accordance with the Charter of Fundamental Rights of the European Union and the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR).

Amendment 8

Proposal for a regulation Recital 3

Text proposed by the Commission

Amendment

(3) While there is objectively a clear added value of being *an* Union citizen with

(3) While there is objectively a clear added value of being *a* Union citizen with

established rights, the Union does not always highlight the link between the solution of a broad range of economic and social problems and the Union's policies in an effective way. **Hence, the impressive achievements in terms of peace and stability in Europe, long-term sustainable growth, stable prices, an efficient protection of consumers and the environment and the promotion of fundamental rights, have not always led to a strong feeling of belonging of citizens to the Union.**

established rights, the Union does not always highlight the link between the solution of a broad range of economic and social problems and the Union's policies in an effective way. **By fully integrating its citizens in its policy-making, the Union will enhance a stronger feeling of belonging which is particularly necessary in periods of economic and social crisis, when the achievements of the Union in terms of peace and stability and protection of consumers and the environment, as well as in the promotion of fundamental rights and freedoms, tend to be forgotten.**

Amendment 9

Proposal for a regulation Recital 4

Text proposed by the Commission

(4) In order to bring Europe closer to its citizens and to enable them to participate fully in the construction of an ever closer Union, a variety of actions and coordinated efforts **through transnational and Union level activities** are required. The European Citizens' Initiative provides **a unique** opportunity to enable citizens to participate directly in shaping the development of EU legislation.

Amendment

(4) In order to bring Europe closer to its citizens and to enable them to participate fully in the construction of an ever closer Union, **while fostering the sense of common citizenship thanks to better mutual knowledge**, a variety of actions and coordinated efforts are required. **Steps should be taken at national, regional and local level to involve people in transnational and Union-level activities.** The European Citizens' Initiative provides **an** opportunity to enable citizens to participate directly in shaping the development of EU legislation **and to promote wider dialogue on Union affairs among the public.**

Amendment 10

Proposal for a regulation Recital 4 a (new)

(4a) In order to increase the involvement of Union citizens in Union affairs, the programme ought also to take into account the European Parliament's resolution of 14 June 2012 on public consultations and their availability in all EU languages¹, paragraph 2 of which urges the Commission to ensure that every Union citizen's right to address the Union institutions in any of the Union's official languages is fully respected and implemented by ensuring that public consultations are available in all Union's official languages, that all consultations are treated equally and that there is no language-based discrimination between consultations.

¹ *Texts adopted, P7_TA-(2012)0256.*

Amendment 11

Proposal for a regulation Recital 5

(5) Decision No 1904/2006/EC of the European Parliament and of the Council of 12 December 2006 establishing for the period 2007 to 2013 the programme "Europe for Citizens" to promote active European citizenship set out an action programme which has confirmed the need to promote sustained dialogue with civil society organisations and ***municipalities*** and to support the active involvement of citizens.

(5) Decision No 1904/2006/EC of the European Parliament and of the Council of 12 December 2006 establishing for the period 2007 to 2013 the programme 'Europe for Citizens' to promote active European citizenship set out an action programme which has confirmed the need to promote sustained dialogue with civil society organisations and ***public authorities at all territorial levels*** and to support the active involvement of citizens, ***especially young people.***

Amendment 12

Proposal for a regulation Recital 6

Text proposed by the Commission

(6) The interim evaluation report, a public online consultation and two consecutive stakeholder consultation meetings confirmed that a new *Programme* is considered relevant both by civil society organisations and by participating individuals and it should be established in order to have an impact at an organisational level in terms of **capacity building** and **on a personal level in terms of increased** interest in Union matters.

Amendment

(6) The interim evaluation report, a public online consultation and two consecutive stakeholder consultation meetings confirmed that a new *programme* is considered relevant both by civil society organisations and by participating individuals and it should be established in order to have an impact at an organisational level in terms of **increasing citizens' awareness of**, and interest **and active involvement** in, Union matters.

Amendment 13

Proposal for a regulation Recital 7

Text proposed by the Commission

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

Amendment

(7) With regard to the themes of projects **and** their embedding in the local and regional context, and to the composition of stakeholders, there should be important synergies with other Union programmes, namely in the areas of employment, social affairs, education, youth, **the voluntary sector** and culture, **sport**, justice, equality between women and men and non-discrimination, **as well as intergenerational solidarity** and regional policy.

Amendment 14

Proposal for a regulation Recital 7 a (new)

Text proposed by the Commission

Amendment

(7a) Such synergies can also be achieved by using appropriate administrative budgets of the different Commission Directorates-General for public participation, dialogue and partnerships to implement Articles 10 and 11 of TEU.

Amendment 15

Proposal for a regulation Recital 8

Text proposed by the Commission

Amendment

(8) The new programme should cover a wide spectrum of different actions ***and include, among others***, citizens' meetings, contacts and debates on citizenship issues, Union level events, initiatives to reflect on defining moments in European history, initiatives ***to raise awareness about the Union*** institutions and ***their*** functioning, and debates on European policy issues, with a view to *invigorate* all aspects of public life.

(8) The new programme should cover a wide spectrum of different actions ***including, inter alia***, citizens' meetings, contacts and debates on citizenship issues, Union-level events, initiatives ***to raise awareness of and*** to reflect on defining moments in European history, initiatives – ***such as visits to the European institutions or to the House of European History – to make European citizens, particularly young people, aware of the history of the Union and the functioning of the Union institutions***, and debates on European policy issues ***such as the debate on the future of Europe or issues identified by citizens as being of major interest to them***, with a view to *invigorating* all aspects of public life.

Amendment 16

Proposal for a regulation Recital 8 a (new)

Text proposed by the Commission

Amendment

(8a) The European Parliament's resolution of 2 April 2009 on European conscience and totalitarianism¹ and the

Council conclusions of 9 and 10 June 2011 on the memory of the crimes committed by totalitarian regimes in Europe underline the importance of keeping the memories of the past alive as a means of moving beyond the past and building the future, and highlight the value of the Union's role in facilitating, sharing and promoting the collective memory of those crimes. The relevance of historical, cultural and intercultural aspects should therefore also be taken into account, as well as the existing links between remembrance and European identity.

¹ OJ C 137 E, 27.5.2010, p. 25.

Amendment 17

Proposal for a regulation Recital 8 b (new)

Text proposed by the Commission

Amendment

(8b) A balanced distribution of financial resources between the two strands of the programme is both desirable and appropriate, knowing that working on legacies common to Europeans and sharing collective memories of both suffering and success may no less contribute to the genesis of a European civic culture than actions directly aimed at encouraging civic participation.

Amendment 18

Proposal for a regulation Recital 9

Text proposed by the Commission

Amendment

(9) A horizontal dimension of the Programme should ensure the valorisation

(9) A horizontal dimension of the programme should ensure the valorisation

and transferability of results for enhanced impact and long-term sustainability. ***For this purpose, activities launched should have a clear link to the European political agenda, and be communicated appropriately.***

and transferability of results for enhanced impact and long-term sustainability, ***inter alia through networking, platforms for information exchange or the sharing of knowledge and best practice, including specific methods such as extending the use of information technologies, data bases and social media.***

Amendment 19

Proposal for a regulation Recital 10

Text proposed by the Commission

(10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States ***into transnational*** projects and activities, taking into account the ***multilingual character*** of the *EU*.

Amendment

(10) Special attention should be paid to the balanced integration ***and participation*** of citizens and civil society organisations from all Member States ***in*** projects and activities, taking into account the ***cultural, linguistic and geographical diversity*** of the *Union* ***and the need to include groups that are hard to reach. Access to the programme should be granted, in particular, to small and medium-sized projects, and not limited to large projects only, in order to ensure more flexibility and better accessibility to the programme for Union citizens. Particular care should be taken to ensure that administrative and financial procedures are simplified.***

Justification

The amendment aims to improve the accessibility and flexibility of the Programme for the European citizens and citizens' groups, as well as simplification of administrative burden.

Amendment 20

Proposal for a regulation Recital 10 a (new)

Text proposed by the Commission

Amendment

(10a) Participation by natural persons in

the Member States' overseas countries or territories who possess European citizenship and by public and/or private organisations and institutions in those countries or territories should be recognised and encouraged with a view to strengthening the link with the Union and disseminating Union values in the most effective way in these staging posts of the Union in the world.

Justification

Given that they are EU citizens, people in OCTs should be able to take part in the programme. Under the recent decision to give OCTs associate status, those countries can take part in all EU programmes.

Amendment 21

Proposal for a regulation
Recital 11 a (new)

Text proposed by the Commission

Amendment

(11a) The objectives of establishing deep and sustainable democracy and developing a thriving civil society are common to both the programme established by this Regulation and the European Neighbourhood Instrument (ENI). The Union offers to the countries covered by ENI a privileged relationship, building upon a mutual commitment to shared values and principles.

Amendment 22

Proposal for a regulation
Recital 12

Text proposed by the Commission

Amendment

(12) This Regulation lays down, for the entire duration of the *Programme*, **a** financial envelope constituting the **prime** reference, within the meaning of point [17]

(12) This Regulation lays down, for the entire duration of the *programme*, **an indicative** financial envelope constituting the **financial** reference, within the meaning

of the Inter-institutional Agreement of XX/YY/201Y between the European Parliament, the Council and the Commission on cooperation in budgetary matters and on budgetary discipline and sound financial management, for the budgetary authority during the annual budgetary procedure.

of point [17] of the Inter-institutional Agreement of XX/YY/201Y between the European Parliament, the Council and the Commission on cooperation in budgetary matters and on budgetary discipline and sound financial management, for the budgetary authority during the annual budgetary procedure.

Justification

Bringing the recital in line with Art.12 paragraph 1.

Amendment 23

Proposal for a regulation Recital 13

Text proposed by the Commission

(13) The resources allocated to communication actions under this Regulation shall also contribute to corporate communication of the political priorities of the European Union as far as they are related to the general objectives of this Regulation.

Amendment

deleted

Amendment 24

Proposal for a regulation Recital 16

Text proposed by the Commission

(16) ***Preference*** will be ***given*** to grants for projects with a high impact, in particular those which are directly linked to ***EU*** policies ***with a view to participate in*** the shaping of the ***EU*** political agenda. Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified by recourse to *lump-sums*, flat-rate financing and the application of unit-cost rates.

Amendment

(16) ***Particular attention*** should be ***paid*** to grants for projects ***irrespective of their size but*** with a high impact, ***or which otherwise show great potential***, in particular those which are directly linked to ***Union*** policies ***or to issues identified by citizens as being of major interest, and which have a participatory effect on*** the shaping of the ***Union's*** political agenda ***and those proposed in Member States where there is a low level of activity by civil society or of***

civic and political participation.

Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified *in a way that also allows for the inclusion of small-scale projects and groups that are hard to reach, inter alia* by recourse to *lump sums*, flat-rate financing and the application of unit-cost rates, *so that better account is taken of the real costs of the projects, particularly specific project costs arising from their geographical location.*

Amendment 25

Proposal for a regulation

Article 1 – paragraph 2 – introductory wording

Text proposed by the Commission

2. *Under the global aim of contributing to the understanding about the European Union and of promoting civic participation, the programme shall contribute to the following general objective:*

Amendment

2. *With the overall aim of bringing Europe closer to its citizens, the general objectives of the programme are:*

Amendment 26

Proposal for a regulation

Article 1 – paragraph 2 – indent -1 (new)

Text proposed by the Commission

Amendment

– contributing to citizens' understanding about the Union, and fostering their sense of belonging to a Europe united in its diversity, through remembrance, with a view to developing a sense of a common history;

Amendment 27

Proposal for a regulation

Article 1 – paragraph 2 – indent 1

Text proposed by the Commission

– ***Strengthen remembrance and enhance capacity*** for civic participation at ***the*** Union level.

Amendment

– ***fostering European citizenship and improving conditions*** for civic ***and democratic*** participation ***and for intercultural dialogue*** at Union level, ***through a better understanding of the Union's institutions, policies and politics.***

Amendment 28

Proposal for a regulation

Article 2 – introductory wording

Text proposed by the Commission

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

Amendment

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

Amendment 29

Proposal for a regulation

Article 2 – point 1 – subparagraph 1

Text proposed by the Commission

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

Amendment

1. ***raising*** awareness ***of*** remembrance, ***common*** history, ***cultural heritage***, identity, and ***the Union's*** aim ***of promoting peace, tolerance, mutual understanding, its values, its cultural and linguistic diversity and the well-being of its peoples***, by stimulating debate, ***actions***, reflection and ***the development of networks and by bringing together people from local communities and associations across Europe to share and exchange experiences and to learn from history***;

(The wording of this subparagraph will also apply to Annex – part 3 – section 1 – introductory wording)

Amendment 30

Proposal for a regulation

Article 2 – point 1 – subparagraph 2

Text proposed by the Commission

Amendment

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

deleted

Amendment 31

Proposal for a regulation

Article 2 – point 2 – subparagraph 1

Text proposed by the Commission

Amendment

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

2. ***encouraging interaction between citizens and civil society organisations from all participating countries as well as*** democratic and civic participation ***and intercultural dialogue*** at Union level, by developing citizens' understanding of, ***and participation in,*** the *Union's* policy-making process and promoting opportunities for societal engagement and volunteering at Union level;

(The wording of this subparagraph will also apply to Annex – part 3 – section 2 – introductory wording)

Amendment 32

Proposal for a regulation

Article 2 – point 2 – subparagraph 2

Text proposed by the Commission

Amendment

Progress will be measured against the number of beneficiaries reached directly

deleted

and indirectly, the perception of the EU and its institutions by the beneficiaries, quality of projects, and percentage of first time applicants.

Amendment 33

Proposal for a regulation Article 2 – point 2 a (new)

Text proposed by the Commission

Amendment

2a. giving a special focus to Roma and to other minorities in the Union, in order to facilitate their integration as Union citizens enjoying full rights.

Amendment 34

Proposal for a regulation Article 3 – paragraph 1 – subparagraph 1 – point a

Text proposed by the Commission

Amendment

(a) ‘Remembrance and European citizenship’

(a) ‘***Fostering*** remembrance ***of European history*** and ***developing a sense of European identity and of belonging to the Union***’;

(The wording of this point will also apply to Annex – part 1 – section 1 – title)

Amendment 35

Proposal for a regulation Article 3 – paragraph 1 – subparagraph 1 – point b

Text proposed by the Commission

Amendment

(b) ‘Democratic engagement and civic participation’.

(b) ‘***Fostering European citizenship through*** democratic engagement and civic participation’.

(The wording of this point will also apply to Annex – part 1 – section 2 – title)

Amendment 36

Proposal for a regulation

Article 3 – paragraph 1 – subparagraph 2

Text proposed by the Commission

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

Amendment

The two strands shall be complemented by horizontal actions for analysis, dissemination and exploitation of project results ('**Dissemination and multiplication**' actions).

Justification

Some project results can be disseminated, whilst others lend themselves to multiplication (frequent, repeated use).

Amendment 37

Proposal for a regulation

Article 3 – paragraph 2

Text proposed by the Commission

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

– *Citizens'* meetings, town-twinning

– **Creation and operations of** transnational partnerships **and networks**

Amendment

2. In order to achieve its objectives, the programme shall finance inter alia (**but not exclusively**) the following types of actions, implemented **at** transnational level or with a European dimension:

(a) mutual learning and cooperation activities such as:

– *citizens'* meetings **and panels**, town twinning, **networks of twinned towns, and joint projects by local authorities, civil society and other local actors;**

– **projects implemented by** transnational partnerships **including the different types of stakeholders listed in Article 6, cooperation between different types of organisations, such as civil society cooperation platforms, and dialogue between civil society and Union institutions;**

- *Support for organisations of a general European interest*
- *Community building and debates on citizenship issues based on the use of ICT and/or social media*
- *Union level events*
- *Debates/studies and interventions on defining moments in European history, in particular to keep the memory alive of the crimes committed under Nazism and Stalinism*
- *Reflection/debates on common values*
- *Initiatives to raise awareness on the EU institutions and their functioning*
- *Actions that exploit and further valorise the results of the supported initiatives*
- *Studies on issues related to citizenship and civic participation*
- *Support of programme information/advice structures in the Member States*
- *remembrance projects with a European dimension;*
- *exchanges based inter alia on the use of information and communication technologies (ICT) and/or social media;*
- (b) *structural support for organisations, such as:*
 - *organisations of general European interest as defined in Article ... of implementing rules of Regulation (EU) No XX/2012 [Financial Regulation], such as European networks and European education centres pursuing an aim of European interest;*
 - *Europe for Citizens Contact Points;*
 - *programme information/advice structures in the Member States at national, regional or local level;*
- (c) *Union-level analytical activities, such as:*
 - *selected studies focussing on issues related to the objectives of the programme;*
 - (d) *measures to increase awareness of the programme, as well as awareness-raising and dissemination activities designed to exploit and further valorise the results of the supported initiatives and to highlight good practices on the part of various organisations and bodies, such as:*
 - *Union-level events, including conferences, commemorations or award ceremonies;*
 - *peer reviews, expert meetings and seminars;*

- *debates/studies and interventions on defining moments in European history and European integration, in order inter alia to keep alive the memory of the crimes committed under all the dictatorships in Europe's modern history, such as Nazism, Fascism and totalitarian communist regimes including Stalinism, with the ultimate aim of preserving peaceful coexistence in Europe;*
- *initiatives for involvement of the elderly in keeping alive the memory of key events marking European history;*
- *commemoration of important historical events and promoting knowledge about them;*
- *initiatives to raise awareness about the Union institutions and their functioning and provide more information concerning the rights and obligations involved in European citizenship and human rights in general;*
- *reflection/debates on common values;*
- *awareness-raising initiatives to combat discrimination and xenophobia.*

Justification

Actions have been reorganised according to the type of activity.

Amendment 38

Proposal for a regulation
Article 3 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The two strands referred to in paragraph 1 are described in the Annex to this Regulation.

Amendment 39

Proposal for a regulation Article 4 – point 1

Text proposed by the Commission

1. Union grants may be provided through ***specific forms such as*** operating grants, or action grants.

Amendment

1. Union grants may be provided through operating grants or action grants.

Amendment 40

Proposal for a regulation Article 4 – point 2

Text proposed by the Commission

2. Public procurement contracts will cover the purchase of services, ***such as for organising*** events, studies and research, information and dissemination tools, monitoring and evaluation.

Amendment

2. Public procurement contracts will cover the purchase of services ***which will permit the implementation and/or staging of*** events, studies and research, information and dissemination tools ***and*** monitoring and evaluation.

Justification

Since the word ‘programme’ as used in this decision refers to the ‘Europe for citizens’ programme, using it here might cause confusion. It is also important to stress that public procurement should be used here when events at programme level are under consideration (direct word).

Amendment 41

Proposal for a regulation Article 5 – introductory wording

Text proposed by the Commission

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

Amendment

The programme shall be open to the participation of the following countries:

Amendment 42

Proposal for a regulation Article 5 – point a

Text proposed by the Commission

(a) the Member States;

Amendment

(a) the Member States ***and their overseas countries and territories (OCTs), as listed in Annex II to the Treaty on the Functioning of the European Union;***

Justification

Given that they are EU citizens, people in OCTs should be able to take part in the programme. Under the new Overseas Association Decision, OCTs are entitled to take part in all EU programmes.

Amendment 43

Proposal for a regulation Article 5 – point b

Text proposed by the Commission

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

Amendment

(b) acceding countries, candidate countries and potential candidates, in accordance with the general principles and general terms and conditions for the participation of those countries in Union programmes established in the respective Framework Agreements, Association Council Decisions or similar *agreements*; ***projects or programmes receiving funding must comply and be in accordance with the principles and values of the Union, such as good neighbourly relations, cooperation, reconciliation, and mutual respect between nations;***

Amendment 44

Proposal for a regulation Article 6

Text proposed by the Commission

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

Amendment

The programme shall be open to all stakeholders promoting European *remembrance, citizenship and integration, intercultural dialogue and mutual understanding among citizens*, in particular local *and regional* authorities and organisations, *twinning committees*, European public policy research organisations (think-tanks), *cultural and historical institutes*, citizens' groups and civil society organisations (*including voluntary and* survivors' associations), and *cultural, youth, educational, research and sport organisations*. *The Commission shall ensure that administrative procedures are streamlined, thus providing easy access to the programme.*

Amendment 45

**Proposal for a regulation
Article 7**

Text proposed by the Commission

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

Amendment

The programme may *support* joint activities in the field covered by this programme, with relevant international organisations, such as the Council of Europe and UNESCO, on the basis of joint contributions and in accordance with the Financial Regulation.

Amendment 46

**Proposal for a regulation
Article 8 – paragraph -1 (new)**

Text proposed by the Commission

Amendment

The Commission shall implement the programme in accordance with Financial Regulation and with the provisions of the

Amendment 47

Proposal for a regulation

Article 10

Text proposed by the Commission

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

Amendment

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

Amendment 48

Proposal for a regulation

Article 11

Text proposed by the Commission

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

Amendment

The Commission shall ensure **that there is** coherence and complementarity between **the measures applied in the** programme **established by this Regulation** and instruments in other areas of Union action, especially education, vocational training **and youth, sport**, culture **and the audiovisual sector**, fundamental rights and freedoms, social inclusion, gender equality, **intergenerational solidarity, voluntary work**, combating discrimination, research and innovation, **the information society**, the enlargement policy, **the neighbourhood policy – particularly its cross-border strand** – and the **Union's** external action.

Amendment 49

Proposal for a regulation

Article 12 – paragraph 1

Text proposed by the Commission

Amendment

1. The financial *envelope* for the implementation of the programme shall be €229 million.

1. Within the meaning of point [17] of the Interinstitutional Agreement between the European Parliament, the Council and the Commission of XXX/YYY on cooperation in budgetary matters and on sound financial management, the financial reference amount for the implementation of the programme shall be a minimum of EUR 229 million. The annual appropriations shall be authorised by the budgetary authority.

Justification

Emphasising the role of the budgetary authority.

Amendment 50

Proposal for a regulation Article 12 – paragraph 2

Text proposed by the Commission

Amendment

2. The resources allocated to communication actions under this Regulation shall also contribute to covering the corporate communication of the political priorities of the European Union, as far as they are related to the general objectives of this Regulation.

deleted

Amendment 51

Proposal for a regulation Article 12 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The budgetary authority shall authorise the available annual appropriations without prejudice to the provisions of the Council Regulation laying down the multiannual financial

Amendment 52

Proposal for a regulation

Article 13 – paragraph 2 – subparagraph 2

Text proposed by the Commission

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

Amendment

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

Amendment 53

Proposal for a regulation

Article 13 – paragraph 2 – subparagraph 3

Text proposed by the Commission

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

Amendment

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

and inspections.

*falling within the ambit of the
programme.*

Amendment 54

Proposal for a regulation

Article 14 – paragraph 1 a (new)

Text proposed by the Commission

Amendment

*1a. As regards the specific objectives
referred to in Article 2, progress will be
measured against the indicators laid down
in the Annex.*

Amendment 55

Proposal for a regulation

Article 15 a (new)

Text proposed by the Commission

Amendment

Article 15a

Grants awarded in 2014

*For grants awarded in 2014, it will be
possible for the period of eligibility of
expenditure to start on 1 January 2014,
provided that the expenditure does not
precede the date on which the grant
application was lodged or the date on
which the beneficiary's budget year starts.*

Justification

*This amendment ensures that the programme can start on 1 January 2014, even if the process
is delayed.*

Amendment 56

Proposal for a regulation

Annex – part 1 – general subheading

Text proposed by the Commission

Amendment

Complementary information on ***access to the programme***

Complementary information on ***the supported actions***

Amendment 57

Proposal for a regulation Annex – part 1 – section 1 – title

Text proposed by the Commission

Amendment

STRAND 1: Remembrance and European citizenship

STRAND 1: ***Fostering*** remembrance ***of European history*** and ***developing a sense of European identity and of belonging to the Union***

(The wording of this title uses the wording of the amendment to Article 3 – paragraph 1 – subparagraph 1 – point a)

Amendment 58

Proposal for a regulation Annex – part 1 – section 1 – paragraph 1

Text proposed by the Commission

Amendment

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

deleted

Amendment 59

Proposal for a regulation Annex – part 1 – section 1 – paragraph 2

Text proposed by the Commission

Amendment

It will support activities that invite to reflection on common values in the broadest sense, taking into account ***diversity***. Funds may be available for

The strand will support activities that invite reflection ***on European history and cultural and linguistic diversity, and*** on common values in the broadest sense,

initiatives ***reflecting*** on causes of totalitarian regimes in Europe's modern history (especially but not exclusively Nazism and Stalinism) and ***to commemorate their*** victims. The strand should also encompass activities concerning other ***reference points*** in recent European history. In particular, it will give preference to actions which encourage tolerance ***and*** reconciliation with a view to reaching the younger generation.

taking into account ***gender equality***. Funds may be available for initiatives ***prompting reflection and debate*** on causes of totalitarian ***and authoritarian*** regimes in Europe's modern history (especially but not exclusively Nazism ***that led to the Holocaust*** and ***totalitarian communist regimes, including*** Stalinism) and ***commemorating the*** victims ***of their crimes***. The strand should also encompass activities concerning other ***defining moments*** in recent European history ***and important milestones in European integration***. In particular, it will give preference to actions which encourage tolerance, ***mutual understanding through intercultural dialogue***, reconciliation ***and historical memory, as well as a sense of belonging to the Union, as a means of moving beyond the past and building the future, in particular*** with a view to reaching the younger generation, ***and at the same time combating racism and intolerance***.

Amendment 60

Proposal for a regulation

Annex – part 1 – section 1 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

As an indication, approximately 25 % of the total budget allocated to the programme will be devoted to this strand.

Amendment 61

Proposal for a regulation

Annex – part 1 – section 2 – title

Text proposed by the Commission

Amendment

STRAND 2: Democratic engagement and civic participation

STRAND 2: ***Fostering European citizenship through*** democratic

(The wording of this title uses the wording of the amendment to Article 3 – paragraph 1 – subparagraph 1 – point b)

Amendment 62

Proposal for a regulation

Annex – part 1 – section 2 – paragraph 1

Text proposed by the Commission

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

Amendment

The strand will accommodate activities that cover civic participation in the broadest sense, with particular focus on structuring methods ***to ensure that funded activities have a lasting effect.*** It will give preference to initiatives and projects – ***notably small projects – from civil society and from small and medium-sized organisations*** with a link to the European political agenda ***and to those involving cooperation and networking, dialogue between civil society and Union institutions and citizen-focused methods, as well as issues identified by citizens as being of major interest. It will also aim to include groups that are hard to reach.***

Amendment 63

Proposal for a regulation

Annex – part 1 – section 2 – paragraph 2

Text proposed by the Commission

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

Amendment

The strand may also cover projects and initiatives that develop opportunities for ***mutual understanding and solidarity and that promote participatory democracy,*** societal engagement, ***networking*** and volunteering.

Amendment 64

Proposal for a regulation

Annex – part 1 – section 2 – paragraph 3

Text proposed by the Commission

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

Amendment

Much remains to be done to attract more ***young people and women, as well as cultural minorities, into democratic participation and*** in political and economic decision-making. ***Their*** voices should be better heard and acted upon by those responsible for taking the policy decisions that impact on people's lives.

Amendment 65

Proposal for a regulation

Annex – part 1 – section 2 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

As full integration of minorities is a permanent goal of the Union, a more constructive approach will be taken to encourage their political and civic participation.

Amendment 66

Proposal for a regulation

Annex – part 1 – section 2 – paragraph 3 b (new)

Text proposed by the Commission

Amendment

As an indication, approximately 60 % of the total budget allocated to the programme will be devoted to this strand.

Amendment 67

Proposal for a regulation

Annex – part 1 – section 3 - title

Text proposed by the Commission

Amendment

HORIZONTAL ACTION: **Valorisation**

HORIZONTAL ACTION: **Dissemination and multiplication of results**

Justification

Since we are dealing here with actions which are horizontal and in some cases appear rather abstract, the names they are given should explain what they are. In addition, it is not just the results themselves which should be disseminated; their impact and the value added which they bring should be exploited repeatedly and, in some cases, in other sectors. Introducing the word 'multiplication' suggests this way of thinking. For example, if the devising of a new methodology is one of the results of a project, this can be exploited any number of times in later projects.

Amendment 68

Proposal for a regulation

Annex – part 1 – section 3 – paragraph 1

Text proposed by the Commission

Amendment

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

This action shall be defined for the *programme* overall and ***shall*** be applicable to both Strand 1 and Strand 2. ***It shall only apply where it appears to be useful, necessary and proportionate.***

Amendment 69

Proposal for a regulation

Annex – part 1 – section 3 – paragraph 2

Text proposed by the Commission

Amendment

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

It will support ***Europe for Citizens Points and initiatives operating in the programme countries*** that boost the transferability of results, provide a better return on investment and increase learning from experience. The *raison d'être* of this action is the further 'valorisation' and exploitation of the results of the initiatives launched ***with a view to ensuring that they have a lasting effect.***

Amendment 70

Proposal for a regulation

Annex – part 1 – section 3 – paragraph 3

Text proposed by the Commission

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

Amendment

It will include 'capacity building' – the development of support measures to exchange best practices, to pool experiences **and knowledge** between stakeholders, **including** at local and regional levels **and** including public authorities, and to develop new skills, for example through **social media or** training. The latter could include peer-to-peer **exchanges and** training for trainers, as well as, for example, the development of **ICT tools providing information concerning** the organisations/projects funded by the programme.

Amendment 71

Proposal for a regulation

Annex – part 1 – section 3 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

As an indication, approximately 5 % of the total budget allocated to the programme will be devoted to this strand.

Amendment 72

Proposal for a regulation

Annex – part 2 – paragraph 2

Text proposed by the Commission

In general, preference will be given to grants for projects **with** a high impact, in particular those which are **directly** linked to Union policies with a view to **participate** in

Amendment

In general, preference will be given to grants for projects, **irrespective of their size, which have** a high impact **or which otherwise show great potential**, in

the shaping of the *Union* political agenda.

particular those which are linked to Union policies *or to issues identified by citizens as being of major interest*, with a view to *participation* in the shaping of the *Union's* political agenda.

Amendment 73

Proposal for a regulation Annex – part 2 – paragraph 3

Text proposed by the Commission

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

Amendment

The management of the programme and the majority of actions *will* be centrally managed by an executive agency. *When selecting the projects, the executive agency should try as far as possible to ensure a geographical balance in the allocation of funds and should monitor that compensation of project funding takes place on the basis of real expenditure. The executive agency should also offer information, advice and training in the applicant's own language.*

Justification

The regulation will determine what kind of institution coordinates the programme.

Amendment 74

Proposal for a regulation Annex – part 2 – paragraph 4

Text proposed by the Commission

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

Amendment

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

Amendment 75

Proposal for a regulation Annex – part 2 – paragraph 5

Text proposed by the Commission

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

Amendment

The elements of networking and focussing on the multiplier effects, including the use of state-of-the-art ICT and social media, ***in particular with a view to reaching the younger generation***, will be important and will be reflected both in the types of activities and the range of organisations involved. The development of interaction and synergy among the various types of stakeholders involved in the programme, ***and the participation of groups that are hard to reach***, will be strongly encouraged.

Amendment 76

Proposal for a regulation Annex – part 2 – paragraph 8

Text proposed by the Commission

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

Amendment

The Commission ***will*** undertake information, publication and dissemination activities as appropriate, thereby ensuring broad knowledge and a high impact of the activities supported by the programme.
This will stress the information and publicity delivered at Member State level in all the official languages of the Union.

Justification

Although English, French and German dominate as working languages at project implementation level, the programme concerns European citizenship, and therefore communication in the 23 (24 starting from 2013) official languages must be encouraged; this is one of the EU's fundamental principles.

Amendment 77

Proposal for a regulation Annex – part 2 – paragraph 9

Text proposed by the Commission

The budget allocated shall also cover corporate communication on the political priorities of the Union.

Amendment

deleted

Amendment 78

Proposal for a regulation Annex – part 2 – paragraph 9 a (new)

Text proposed by the Commission

Amendment

Approximately 10 % of the total budget will be allocated to the programme management.

Amendment 79

Proposal for a regulation Annex – part 3 – introductory wording

Text proposed by the Commission

Amendment

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

The specific objectives in Article 2 describe the results which are sought to be achieved by the *programme*. Progress will be measured by using performance-related indicators ***such as***:

Amendment 80

Proposal for a regulation Annex – part 3 – section 1 – introductory wording

Text proposed by the Commission

Amendment

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

Specific objective 1: *Raising* awareness ***of*** remembrance, ***common*** history, ***cultural heritage***, identity and ***the Union's*** aim ***of***

networking.

promoting peace, tolerance, mutual understanding, its values, its cultural and linguistic diversity and the well-being of its peoples, by stimulating debate, actions, reflection and the development of networks and by bringing together people from local communities and associations across Europe to share and exchange experiences and to learn from history.

(The introductory wording of this section uses the wording of the amendment to Article 2 – point 1 – subparagraph 1)

Amendment 81

Proposal for a regulation

Annex – part 3 – section 1 – table

Text proposed by the Commission

Amendment

table deleted

(See amendments 82 to 88)

Amendment 82

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – heading (new)

Text proposed by the Commission

Amendment

Indicators:

Amendment 83

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – indent 1 (new)

Text proposed by the Commission

Amendment

– number of directly involved participants;

Amendment 84

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – indent 2 (new)

Text proposed by the Commission

Amendment

– number of persons indirectly reached by the programme;

Amendment 85

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – indent 3 (new)

Text proposed by the Commission

Amendment

– number of Member States and other countries involved in projects;

Amendment 86

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – indent 4 (new)

Text proposed by the Commission

Amendment

– number of projects;

Amendment 87

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – indent 5 (new)

Text proposed by the Commission

Amendment

– quality of project applications and the extent to which the results of selected projects can be further exploited/transferred;

Amendment 88

Proposal for a regulation

Annex – part 3 – section 1 – subsection 1 (new) – indent 6 (new)

Text proposed by the Commission

Amendment

– the percentage of first-time applicants.

Amendment 89

Proposal for a regulation

Annex – part 3 – section 2 – introductory wording

Text proposed by the Commission

Amendment

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

Specific objective 2: *Encouraging interaction between citizens and civil society organisations from all participating countries as well as* democratic and civic participation *and intercultural dialogue* at Union level, by developing citizens' understanding of, *and participation in*, the *Union's* policy-making process and promoting opportunities for societal engagement and volunteering at Union level.

(The introductory wording of this section uses the wording of the amendment to Article 2 – point 2 – subparagraph 1)

Amendment 90

Proposal for a regulation

Annex – part 3 – section 2 – table

Text proposed by the Commission

Amendment

table deleted

(See amendments 91 to 106)

Amendment 91

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – heading (new)

Text proposed by the Commission

Amendment

Indicators:

Amendment 92

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 1 (new)

Text proposed by the Commission

Amendment

– number of directly involved participants;

Amendment 93

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 2 (new)

Text proposed by the Commission

Amendment

– number of persons indirectly reached by the programme;

Amendment 94

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 3 (new)

Text proposed by the Commission

Amendment

– number of participating organisations;

Amendment 95

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 4 (new)

Text proposed by the Commission

Amendment

– number of Member States and other countries involved in projects;

Amendment 96

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 5 (new)

Text proposed by the Commission

Amendment

– the perception of the Union and its institutions by the beneficiaries;

Amendment 97

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 6 (new)

Text proposed by the Commission

Amendment

– quality of project applications;

Amendment 98

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 7 (new)

Text proposed by the Commission

Amendment

– the percentage of first-time applicants;

Amendment 99

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 8 (new)

Text proposed by the Commission

Amendment

– number of transnational partnerships including different types of stakeholders;

Amendment 100

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 9 (new)

Text proposed by the Commission

Amendment

– number of networks of twinned towns;

Amendment 101

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 10 (new)

Text proposed by the Commission

Amendment

*– number and quality of policy initiatives
following up on activities supported by the
programme at local or European level;*

Amendment 102

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 11 (new) – introductory wording

Text proposed by the Commission

Amendment

– geographical coverage of the activities:

Amendment 103

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 11 (new) – bullet point 1 (new)

Text proposed by the Commission

Amendment

*• comparison between the percentage of
projects submitted by one Member State
as a lead partner and the population of
that Member State as a percentage of the
total population of the Union;*

Amendment 104

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 11 (new) – bullet point 2 (new)

Text proposed by the Commission

Amendment

- *comparison between the percentage of projects selected per Member State as a lead partner and the population of the Member State concerned as a percentage of the total population of the Union;*

Amendment 105

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 11 (new) – bullet point 3 (new)

Text proposed by the Commission

Amendment

- *comparison between the percentage of projects submitted by one Member State as a lead partner or co-partner and the population of that Member State as a percentage of the total population of the Union;*

Amendment 106

Proposal for a regulation

Annex – part 3 – section 2 – subsection 1 (new) – indent 11 (new) – bullet point 4 (new)

Text proposed by the Commission

Amendment

- *comparison between the percentage of projects selected per Member State as a lead partner or co-partner and the population of the Member State concerned as a percentage of the total population of the Union.*

EXPLANATORY STATEMENT

The Commission's proposal *Europe for Citizens (2014-2020)*, which follows the current programme (2007-2013), is, despite a relatively modest budget (foreseen at EUR 229 million), one of the most visible programmes being considered by the European Parliament's Committee on Culture and Education. The programme's objective is to *strengthen remembrance and enhance capacity for civic participation at the Union level*, and it remains the only programme which is exclusively devoted to promoting these goals on a European level. The new programme proposal is similar to the current Europe for Citizens programme (2007-2013), for which the rapporteur was already responsible. This report provides the rapporteur's views on the proposed programme.

The Commission's proposal has built upon the mid-term evaluation of the current programme, and claims to have taken consultations with key stakeholders into consideration. However, despite major similarities in the current and future programmes, the Commission has, somewhat surprisingly and without providing further explanation or justification, made one small yet significant change to its proposal: it has declared *Article 352 TFEU* as the programme's *sole legal base*. The article in question provides for a special legislative procedure, namely the *consent procedure*, which gives the European Parliament only the choice of accepting or rejecting, but *not* amending the text. Under this procedure, the leading role has been ascribed to the Council of the European Union. Previously, albeit under the former EU treaty, the TEC, the programme had been given a double legal base to match its different objectives, among which civic participation, cultural diversity and remembrance, and it was adopted under (what is currently called) the *ordinary legislative procedure*.

The rapporteur, as well as the CULT Committee, has been reluctant to accept the proposed legal base and a decision was made to seek the opinion of the Parliament's Legal Service. The Legal Service's opinion on the matter, which was subsequently endorsed by the Parliament's JURI Committee, concluded that a dual legal base was appropriate for the programme, as the two objectives of the programme were regarded equal in importance, yet distinctly covered by different Articles of the TFEU, namely Articles 167 and 352. The rapporteur has made several attempts to reconcile the matter, but neither the Commission nor the Council has shown any desire to change its views on the issue.

This report, therefore, has been prepared during a time of a procedural deadlock. The rapporteur and the Committee have decided to reject the proposal in its current form. But, importantly, given the current programme's success, its relevance to European citizens, as well as its clear European 'added value', this report has been crafted with a view of making the European Parliament's views on the proposal explicit. The rapporteur hopes that his recommendations and modifications, as well as the subsequent recommendations and modifications of his colleagues, will quickly be taken into consideration by the Commission and the Council, so that the new programme is not delayed, or worse still, cancelled. The rapporteur wants to emphasise that the proposal, with the exception of the proposed legal base, is fairly good as it stands, and the Council has further improved the text.

Given the tight working schedule and in order to ensure that the new programme is not delayed due to the undertakings of the European Parliament, the rapporteur has taken into

consideration the Council's text, published on 4 May 2012. It remains to be hoped that the final text can be agreed on (also with the Commission and Council) and adopted early in 2013, allowing for a smooth transition from the current Europe for Citizens programme to the new programme.

The rapporteur's main recommendations and modifications on the proposal have been made in the following areas and/or ways:

a) amend the legal base to reflect the European Parliament's views, i.e. dual legal base: Articles 352 and 167 TFEU;

b) strengthen the remembrance part of the programme, by highlighting this already in the general objectives;

c) emphasise the importance of small grass-roots and bottom-up initiatives and issues identified by citizens as being of major interest to them; consider the future *potential* of projects equally, not just their short-term high-impact;

d) minimise budget allocation to the Commission's own 'corporate communication' activities, so that funds are spent where they matter most;

e) ensure that the role of sport organisations is highlighted in the proposal;

f) ensure, as far as possible, a geographical balance in the distribution of funds.

In addition, the rapporteur wants to draw attention to the fact that the Council has yet to discuss the budget projected in the Commission's proposal. The budget will be discussed when the Multiannual Financial Framework is finalised. Once this has taken place, the rapporteur would like see the CULT Committee, as well as the European Parliament on the whole, pushing for an increase in the financial envelope. Currently, the budgeted figures do not even match the financial envelope of the current Europe for Citizens programme, if inflation-adjusted.

MINORITY OPINION

pursuant to Rule 52(3) of the Rules of Procedure
Marie-Christine Vergiat, Lothar Bisky, Inês Cristina Zuber
on behalf of the GUE/NGL Group

The 'Europe for Citizens' programme (2007-2013) currently funds many NGO projects and twinning arrangements.

However, the Council, backed by most of the members of the Committee on Culture and Education, has made sweeping changes to the Commission's initial proposal.

Following the vote in committee, 25% of the programme (as against 4% previously) could be earmarked to cover the 'memory of European history', an ambiguous term that goes beyond the 'duty of remembrance' in respect of the victims of totalitarian regimes.

We do not accept that future generations should be told the historical lie that seeks to put Communists on a par with Nazis, nor should they be encouraged to forget both the Fascist dictatorships that once held sway in southern Europe and the colonial past.

To do so is to insult the memory of all the Communists and other democrats who fought against those regimes and paid with their lives.

To do so is to choose a biased view of history.

We voted against this report because we stand up for:

- diversity and respect for the different cultures and peoples that make up Europe;
- the separation between politics and the work of historians and researchers;
- democratic principles that include debate and the possibility of holding a critical view of the EU itself, of its integration and of its history.

OPINION OF THE COMMITTEE ON LEGAL AFFAIRS ON THE LEGAL BASIS

Ms Doris Pack
Chair
Committee on Culture and Education
BRUSSELS

Subject: Opinion on the legal basis of the proposal for a Council regulation establishing for the period 2014-2020 the programme "Europe for Citizens" (COM(2011)0884 – 2011/0436(APP))

Dear Madam Chair,

By letter of 5 March 2012 you asked the Committee on Legal Affairs pursuant to Rule 37 of the Rules of Procedure, for its opinion on the appropriateness of the legal basis chosen by the Commission for the proposal for a Council regulation establishing for the period 2014-2020 the programme "Europe for Citizens". The Commission presented the proposal on 14 December 2011 on the basis of Article 352 TFEU. In your letter, you questioned this in particular referring to the fact that the current (2007-2013) "Europe for Citizens" programme is based on a dual legal basis, the former Articles 151 and 308 of the EC Treaty (now Articles 167 and 352 TFEU) and was adopted under the co-decision procedure.

Background

I. The proposal

The Commission proposes a Programme "Europe for Citizens" for the period 2014-2020 which builds on the existing programme. As regards the general objective of the proposal, Article 1(2) stipulates: "Under the global aim of contributing to the understanding about the European Union and of promoting civic participation, the programme shall contribute to the following general objective: strengthen remembrance and enhance capacity for civic participation at the Union level". Article 2 is more specific: the programme will have the objectives of raising "awareness of remembrance, the Union's history, identity and aim by stimulating debate, reflection and networking" (Article 2(1) of the proposal) and to "encourage democratic and civic participation of citizens at Union level, by developing citizens' understanding of the Union policy making-process" (Article 2(2) of the proposal). As the Explanatory Memorandum of the proposal states, the purpose is "to mobilise citizens at local level to debate on concrete issues of European interest"¹. By doing this, it goes on, "they become aware of the impact of Union policies on their daily lives".

In Articles 3, 4, 5 *et seq.*, the proposal determines and defines how these objectives are going to be reached: measures, structure of the programme, participation, cooperation with

¹ COM(2011)0884, Explanatory Memorandum, p. 2.

international organisations, implementation of the programme, etc.

II. The legal bases in question

1. Legal basis of the proposal

The proposal is based on Article 352 TFEU, which reads as follows:

"Article 352

If action by the Union should prove necessary, within the framework of the policies defined in the Treaties, to attain one of the objectives set out in the Treaties, and the Treaties have not provided the necessary powers, the Council, acting unanimously on a proposal from the Commission and after obtaining the consent of the European Parliament, shall adopt the appropriate measures. Where the measures in question are adopted by the Council in accordance with a special legislative procedure, it shall also act unanimously on a proposal from the Commission and after obtaining the consent of the European Parliament".

2. Proposed change of the legal basis

In your request for an opinion of the Legal Affairs Committee on the legal basis, you refer to the possibility of adding Article 167 TFEU which reads as follows:

"Article 167

1. The Union shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore.

2. Action by the Union shall be aimed at encouraging cooperation between Member States and, if necessary, supporting and supplementing their action in the following areas:

- improvement of the knowledge and dissemination of the culture and history of the European peoples,
- conservation and safeguarding of cultural heritage of European significance,
- non-commercial cultural exchanges,
- artistic and literary creation, including the audiovisual sector.

3. [...]

4. [...]

5. In order to contribute to the achievement of the objectives referred to in this Article:

- the European Parliament and the Council acting in accordance with the ordinary legislative procedure and after consulting the Committee of the Regions, shall adopt incentive measures, excluding any harmonisation of the laws and regulations of the Member States, [...]"

III. Analysis

1. Principles established by the Court

As the Court of Justice has pointed out, the choice of the legal basis is of "constitutional significance"¹, because of the "conferral of powers" principle which governs the Union. The Court of Justice has stated that, as a general rule, measures have to be based on one legal basis alone. A measure having two purposes, two objectives or components, should be based on a sole legal basis, which will be determined by the predominant component of the measure². To use a dual legal basis could be done "exceptionally, if a measure simultaneously pursues a number of objectives or has several components that are indissociably linked, without one being secondary and indirect in relation to the other"³.

The Court has set, as well, the different criteria that should determine the choice of the legal basis for any given case. These criteria have been repeatedly stated by the Court of Justice's case-law, and could be summed up as follows:

- the choice is not subjective; it must "be based on objective factors which are amenable to judicial review"⁴;
- among these factors, the aim and content of the measure in question should be included⁵.

As far as Article 352 TFEU as a legal basis is concerned, the Court has held that action pursuant to Article 352 is justified only where no other Treaty provision gives the Union the necessary competence⁶. The specific legal basis which might be relevant here is Article 167 TFEU.

2. Objectives of the proposal

The proposal pursues two strands of objectives: "Remembrance and European Citizenship" and "Democratic engagement and civic participation" (Article 3(1)). Both of these strands are of equal importance, there is no subordination of one to the other.

a) "Remembrance and European Citizenship"

Article 167 TFEU, in paragraph 2, refers to "improvement of the knowledge and dissemination of the culture and history of the European peoples". The objective of "remembrance" within the proposal relates to the Union's history and is thus covered by Article 167 TFEU. It should be noted that the fact that the word "culture" is not explicitly mentioned in the proposal or among its objectives does not lead to a different result: an explicit reference to "culture" is not necessary to trigger the application of Article 167 TFEU as a reference to "history" is sufficient.

b) "Democratic engagement and civic participation"

The other objective of the proposal concerning "civic participation" is related to European

¹ Opinion No 2/00 of 6 December 2001 on the Cartagena Protocol [2001] ECR I-9713.

² Case C-42/97 *Parliament v Council* [1999] ECR I-869, paras 39 and 40.

³ Case C-441/06 *Commission v Parliament and Council*, [2007] ECR I-8887, para. 47.

⁴ Case 45/86, *Commission v. Council* (1987) ECR 1439, para. 5.

⁵ See Case C-300/89, *Commission v Council* [1991] ECR I-287, para. 10; also Case C-411/06 *Commission v Parliament and Council* [2009] ECR I-7585, para. 45; and Case C-166/07 *Parliament v Council* [2009] ECR I-7135, para. 4.

⁶ Case 45/86 *Commission v Council* [1987] ECR 1493, para. 13; Case C-436/03 *European Parliament v Council* [2006] ECR I-3733, paras. 36-46; Case C-166/07 *European Parliament v Council* [2009] ECR I-7135, paras 40-41.

citizenship. The Treaty does not contain a specific legal basis for measures related to this issue. Consequently, recourse would need to be had to Article 352 TFEU. For Article 352 TFEU to be the appropriate legal basis, the action in question must be necessary to attain one of the objectives set out in the Treaties (see the text of Article 352(1) TFEU above). Article 9 TEU establishes citizenship of the European Union which complements national citizenship¹. Article 11(1) TEU requires the institutions to "give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action" and thus promotes active citizenship. The latter objective would be pursued by the measures of the proposal relating to European citizenship. Thus Article 352 appears to be the appropriate legal basis for this strand of measures.

3. "Europe for citizens" 2007-2013

The comparison with the current programme – which you also refer to in your request for an opinion on the legal basis – confirms this result: the current programme, on the one hand, aims at ensuring the involvement of European citizens in the process of European integration, and on the other hand, at developing a European identity among European citizens based on recognised common values, history and culture. The cultural aspect is covered by Article 167 TFEU, whereas for the element of civic participation, in relation to which the Treaties do not provide for a specific legal basis, recourse had to be had to Article 352 TFEU. Thus, both Articles together form the legal basis of the "Europe for Citizens" programme in the 2006 version.

4. Procedural aspects

It is worth mentioning that where recourse is made to Article 352 TFEU in combination with other Treaty provisions, the relevant procedural requirements are to be combined. Though the Court, in general, has held for dual legal bases that it is impossible to have them where the procedures laid down for each legal basis are incompatible², it does not raise the issue of compatibility in the context of Article 352 TFEU (given that recourse to Article 352 TFEU necessarily implies that no other legal basis would be available). On the contrary, the Court allows for the unanimity requirement of Article 352 TFEU to be combined with other procedures, such as the ordinary legislative procedure³. It appears that, in the present case, the ordinary legislative procedure combined with unanimity would apply.

5. Opinion of the Legal Service

The Legal Service has stated, both in a note for your committee dated 21.2.2012 and in a note dated 15.3.2012 provided in view of the request to the Legal Affairs Committee to deliver an opinion on the legal basis, that Articles 167 and 352 TFEU should be the legal basis for the proposal.

¹ "In all its activities, the Union shall observe the principle of the equality of its citizens, who shall receive equal attention from its institutions, bodies, offices and agencies. Every national of a Member State shall be a citizen of the Union. Citizenship of the Union shall be additional to and not replace national citizenship."

² Case C-300/89 *Commission v Council ("Titanium dioxide")* [1991] ECR I-2867, paras. 17-25.

³ Case C-166/07 *European Parliament v Council*, para. 69. See, e.g., Regulation (EU) No 1232/2010 of the European Parliament and the Council of 15 December 2010 concerning European Union financial contributions to the International Fund for Ireland (2007-2010) (OJ 346, 30.12.2010, p. 1.) which refers in its 6th citation to "the ordinary legislative procedure and the requirement for unanimity in the Council provided for in the first sentence of Article 352(1) of the Treaty on the Functioning of the European Union".

IV. Conclusion and recommendation

The Committee on Legal Affairs considered the above question at its meeting of 27 March 2012. At this meeting, it accordingly decided by unanimity¹, to recommend that the appropriate legal basis for the proposal for a regulation establishing for the period 2014-2020 the programme "Europe for Citizens" should be Articles 167 and 352 TFEU.

Yours sincerely,

Klaus-Heiner Lehne

¹ The following were present for the final vote: Klaus-Heiner Lehne (Chair), Evelyn Regner (Vice-Chair), Françoise Castex (Vice-Chair), Sebastian Valentin Bodu (Vice-Chair), Marielle Gallo, Giuseppe Gargani, Alajos Mészáros, Tadeusz Zwiefka, Luigi Berlinguer, Lidia Joanna Geringer de Oedenberg, Antonio Masip Hidalgo, Bernhard Rapkay, Alexandra Thein, Cecilia Wikström, Christian Engström, Sajjad Karim, Francesco Enrico Speroni, Jiří Maštálka, Piotr Borys, Dagmar Roth-Behrendt, Eva Lichtenberger.

16.11.2012

OPINION OF THE COMMITTEE ON BUDGETS

for the Committee on Culture and Education

on the proposal for a Council regulation establishing for the period 2014-2020 the programme "Europe for Citizens"
(COM(2011)0884 – C7 – 2011/0436(APP))

Rapporteur: Barbara Matera

SHORT JUSTIFICATION

Background

In its proposal for the next Multiannual Financial Framework (MFF), the Commission stresses the need to continue the programme "Europe for Citizens" 2007-2013. In its first generation of existence, the programme has demonstrated the need to increase citizens' understanding of the history and origins of the EU and their awareness about the EU project. The Treaty on European Union takes a big step towards bringing the Union closer to its citizens and fostering greater cross-border debate about EU policy issues (the newly introduced Citizens' Initiative is just a part of this process.) The Commission proposes to build capacity for civic participation. The programme will build on the analysis of the strengths and the weaknesses of the current programme. It aims to address the need for more genuine debates on Union related issues at the local, regional and national levels, and, through a broad set of organisations, to reach out to the large group of citizens who would normally not seek to influence or take part in Union affairs.

Budget

The Commission's proposal for MFF 2014-2020 provides that **EUR 229 million in current prices** will be allocated for a "Europe for Citizens" programme, compared to **EUR 215 million** in the current MFF. The Rapporteur holds the view that this is a minimal amount necessary (in line with annual inflation) for fostering such important objectives as European citizenship and remembrance, and ideally the budget should be augmented by 5-10%. The Rapporteur believes that the split of the funds between the three strands should be included in the text of the legislative proposal. In order to ensure more flexibility and accessibility of the Programme to smaller citizens' groups, appropriate references and safeguards should be

included.

Objectives

The programme aims to strengthen remembrance and enhance capacity for civic participation at the Union level. More specifically, the programme shall have certain specific objectives, which shall be implemented through actions on a transnational level or with a clear European dimension:

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

AMENDMENTS

The Committee on Budgets calls on the Committee on Culture and Education, as the committee responsible, to incorporate the following amendments in its report:

Amendment 1

Draft legislative resolution Paragraph 1 a (new)

Draft legislative resolution

Amendment

1a. Points out that the financial envelope specified in the legislative proposal is only an indication to the legislative authority and can not be fixed until agreement is reached on the proposal for a regulation laying down the multiannual financial framework for the years 2014-2020;

Justification

The figures in the thematic legal bases cannot be considered final, while the negotiations on the MFF are still ongoing, following the principle "nothing is decided, until everything is decided".

Amendment 2

Draft legislative resolution Paragraph 1 b (new)

Draft legislative resolution

Amendment

1b. Recalls its resolution of 8 June 2011 on Investing in the future: a new Multiannual Financial Framework (MFF) for a competitive, sustainable and inclusive Europe¹; reiterates that sufficient additional resources are needed in the next MFF in order to enable the Union to fulfil its existing policy priorities and the new tasks provided for in the Treaty of Lisbon, as well as to respond to unforeseen events; challenges the Council, if it does not share this approach, to clearly identify which of its political priorities or projects could be dropped altogether, despite their proven European added value; points out that even with an increase in the level of resources for the next MFF of at least 5% compared to the 2013 level only a limited contribution can be made to the achievement of the Union's agreed objectives and commitments and the principle of Union solidarity;

¹ *Texts adopted, P7_TA(2011)0266.*

Justification

If the Council reduces the MFF amounts, the EP urges it to identify "negative priorities" despite their proven added value and new tasks the Union must fulfil after coming into force of the Lisbon Treaty.

Amendment 3

Proposal for a regulation Recital 10

Text proposed by the Commission

(10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States into transnational projects and activities, taking into account the multilingual character of the EU.

Amendment

(10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States into transnational projects and activities, taking into account the multilingual character of the EU. ***Access to the Programme, in particular, should be granted to small and medium size projects, and not limited to large projects only, in order to ensure more flexibility and better accessibility to the Programme for Union citizens. Particular care should be taken to ensure that administrative and financial procedures are simplified.***

Justification

The amendment aims to improve the accessibility and flexibility of the Programme for the European citizens and citizens' groups, as well as simplification of administrative burden.

Amendment 4

Proposal for a regulation Recital 12

Text proposed by the Commission

(12) This Regulation lays down, for the entire duration of the Programme, ***a*** financial envelope constituting the ***prime*** reference, within the meaning of point [17] of the Inter-institutional Agreement of XX/YY/201Y between the European Parliament, the Council and the Commission on cooperation in budgetary matters and on budgetary discipline and sound financial management, for the budgetary authority during the annual budgetary procedure.

Amendment

(12) This Regulation lays down, for the entire duration of the Programme, ***an indicative*** financial envelope constituting the ***financial*** reference, within the meaning of point [17] of the Inter-institutional Agreement of XX/YY/201Y between the European Parliament, the Council and the Commission on cooperation in budgetary matters and on budgetary discipline and sound financial management, for the budgetary authority during the annual budgetary procedure.

Justification

Bringing the recital in line with Art.12 paragraph 1.

Amendment 5

Proposal for a regulation Recital 16

Text proposed by the Commission

(16) Preference will be given to grants for projects with a high impact, in particular those which are directly linked to EU policies with a view to participate in the shaping of the EU political agenda. Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified by recourse to lump-sums, flat-rate financing and the application of unit-cost rates.

Amendment

(16) Preference will be given to grants for projects with a high impact, ***without prejudice to the size of the project or the size of the budget***, in particular those which are directly linked to EU policies with a view to participate in the shaping of the EU political agenda. Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified by recourse to lump-sums, flat-rate financing and the application of unit-cost rates.

Justification

The size of the project or the beneficiary should not be a deciding factor in awarding grants, with the impact on the promotion of European citizenship being the decisive factor.

Amendment 6

Proposal for a regulation Article 3 – paragraph 1

Text proposed by the Commission

1. The programme shall consist of the following two strands: (a) "Remembrance and European citizenship" (b) "Democratic engagement and civic participation". The two strands shall be complemented by horizontal actions for analysis, dissemination and exploitation of project results ("**Valorisation**" actions).

Amendment

1. The programme shall consist of the following two strands: (a) "Remembrance and European citizenship" (b) "Democratic engagement and civic participation". The two strands shall be complemented by horizontal actions for analysis, dissemination and exploitation of project results.

Justification

The term "valorisation" is not understandable in Standard English.

Amendment 7

Proposal for a regulation

Article 6

Text proposed by the Commission

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

Amendment

The programme shall be open to all stakeholders promoting European integration, ***without prejudice to their size but with particular attention to the younger generation***, in particular local authorities and organisations, European public policy research organisations (think-tanks), citizens' groups and other civil society organisations (such as survivors' associations), and educational and research institutions.

Justification

The Programme should not be limited only to large projects or large associations. Particular attention should be paid to young people.

Amendment 8

Proposal for a regulation

Article 12 – paragraph 1

Text proposed by the Commission

1. **The** financial ***envelope*** for the implementation of the programme shall be €229 million.

Amendment

1. ***Within the meaning of point [17] of the Interinstitutional Agreement between the European Parliament, the Council and the Commission of XXX/YYY on cooperation in budgetary matters and on sound financial management, the financial reference amount*** for the implementation of the programme shall be ***EUR 229 million. The annual appropriations shall be authorised by the budgetary authority.***

Justification

Emphasising the role of the budgetary authority.

Amendment 9

Proposal for a regulation

Article 12 - paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The budgetary authority shall authorise the available annual appropriations without prejudice to the provisions of the Council Regulation laying down the multiannual financial framework for the years 2014-2020 and the Interinstitutional Agreement of xxx/201z between the European Parliament, the Council and the Commission on cooperation in budgetary matters and sound financial management.

RESULT OF FINAL VOTE IN COMMITTEE

Date adopted	15.11.2012
Result of final vote	+ : 27 - : 2 0 : 0
Members present for the final vote	Marta Andreasen, Zuzana Brzobohatá, José Manuel Fernandes, Eider Gardiazábal Rubial, Salvador Garriga Polledo, Jens Geier, Ivars Godmanis, Lucas Hartong, Jutta Haug, Monika Hohlmeier, Sidonia Elżbieta Jędrzejewska, Anne E. Jensen, Ivailo Kalfin, Jan Kozłowski, Alain Lamassoure, George Lyon, Barbara Matera, Jan Mulder, Juan Andrés Naranjo Escobar, Nadezhda Neynsky, Dominique Riquet, Alda Sousa, Derek Vaughan
Substitute(s) present for the final vote	François Alfonsi, Maria Da Graça Carvalho, Jürgen Klute, Peter Šťastný, Georgios Stavrakakis, Nils Torvalds

12.10.2012

OPINION OF THE COMMITTEE ON CIVIL LIBERTIES, JUSTICE AND HOME AFFAIRS

for the Committee on Culture and Education

on the proposal for a Council regulation establishing for the period 2014–2020 the programme ‘Europe for citizens’
(COM(2011)0884 – C7-0000/2012 – 2011/0436(APP))

Rapporteur: Csaba Sógor

AMENDMENTS

The Committee on Civil Liberties, Justice and Home Affairs calls on the Committee on Culture and Education, as the committee responsible, to incorporate the following amendments in its report:

Amendment 1

Proposal for a regulation Recital 3 a (new)

Text proposed by the Commission

Amendment

(3a) The European project and Europe’s development have an important role to play in overcoming the crisis and setting Europe on a sustainable path towards growth, building as they do on the experience gleaned from over 50 years of joint endeavours, willingness to cooperate, cooperation transcending peoples and nations, burden-sharing and help given by the more advanced to those less advantaged. Together with additional

facts and sensations, all these factors go to make up the European spirit, which is, over and above economic and social cooperation, the fundamental driver of Europe as a community at European citizen level, and which is in need of reinforcement.

Justification

The inclusion of the expression 'European spirit' in the 'Europe for citizens' programme should give a boost to the planning and implementation of projects. If we think about it, town twinning projects and people involved in international partnership projects embody this spirit through their actions: if there were no physical boundaries and we shared the European space with each other, national and cultural diversity would make us more open and accepting, and we could build on over 50 years of EU history and success.

Amendment 2

Proposal for a regulation

Recital 4

Text proposed by the Commission

(4) In order to bring Europe closer to its citizens and to enable them to participate fully in the construction of an ever closer Union, a variety of actions and coordinated efforts through transnational and Union level activities are required. The European Citizens' Initiative provides a unique opportunity to enable citizens to participate directly in shaping the development of EU legislation³.

Amendment

(4) In order to bring Europe closer to its citizens and to enable them to participate fully in the construction of an ever closer Union, ***while fostering the sense of common citizenship thanks to better understanding and better mutual knowledge***, a variety of actions and coordinated efforts through transnational and Union level activities are required. The European Citizens' Initiative provides a unique opportunity to enable citizens to participate directly ***in policy-making and*** in shaping the development of EU legislation.

Amendment 3

Proposal for a regulation

Recital 7

Text proposed by the Commission

(7) With regard to the themes of projects,

Amendment

(7) With regard to the themes of projects,

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

their embedding in the local and regional context, and to the composition of stakeholders there should be important synergies with other Union programmes, namely in the areas of employment, social affairs, education, youth and culture, justice, equality between women and men and non-discrimination, ***as well as intergenerational solidarity*** and regional policy.

Amendment 4

Proposal for a regulation Recital 8

Text proposed by the Commission

(8) The new programme should cover a wide spectrum of different actions and include, among others, citizens' meetings, contacts and debates on citizenship issues, Union level events, initiatives to reflect on defining moments in European history, initiatives to raise awareness about the Union institutions and their functioning, and debates on European policy issues, with a view to invigorate all aspects of public life.

Amendment

(8) The new programme should cover a wide spectrum of different actions and include, among others, citizens' meetings, contacts and debates on citizenship issues, Union level events, initiatives to reflect on defining moments in European history ***and on the future of Europe and to analyse and commemorate them***, initiatives to raise awareness about the Union institutions and their functioning, and debates on European policy issues, with a view to invigorate all aspects of public life.

Amendment 5

Proposal for a regulation Recital 10

Text proposed by the Commission

(10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States into transnational projects and activities, taking into account the multilingual character of the EU.

Amendment

(10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States into transnational projects and activities, taking into account the ***multicultural and*** multilingual character of the EU.

Amendment 6

Proposal for a regulation Recital 16

Text proposed by the Commission

(16) Preference will be given to grants for projects with a high impact, in particular those which are directly linked to EU policies with a view to participate in the shaping of the EU political agenda. Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified by recourse to lump-sums, flat-rate financing and the application of unit-cost rates.

Amendment

(16) Preference will be given ***not only*** to grants for projects with a high impact ***but also***, in particular, those which are directly linked to EU policies with a view to participate in the shaping of the EU political agenda. Moreover, following the principle of sound financial management, the implementation of the programme should be further simplified by recourse to lump-sums, flat-rate financing and the application of unit-cost rates; ***in addition, several deadlines each year should be set for the receipt of offers, the proportion of project costs funded by EU grants and the pre-financing of projects should be increased, and longer and more flexible project implementation deadlines should be set.***

Amendment 7

Proposal for a regulation Article 1 – paragraph 2 – indent 1

Text proposed by the Commission

– Strengthen remembrance and enhance capacity for civic participation at ***the*** Union level.

Amendment

– Strengthen remembrance ***and the European spirit*** and enhance capacity for civic participation at Union level.

Justification

Incorporating the word ‘spirit’ suggests a kind of bridge between past and present. Remembrance is one element of this spirit, as negative events in the past played a major part in establishing the European Community. The programme should suggest that the European Community is guided by a common spirit, and that it is important for that Community that as many citizens as possible feel and profess this spirit, as it should lead to closer cohesion.

Amendment 8

Proposal for a regulation

Article 2 – paragraph 1 – subparagraph 1

Text proposed by the Commission

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

Amendment

1. **raising** awareness **of** remembrance, **common history, identity and values and of** the Union's **aim of promoting peace, its values, its cultural and linguistic diversity and the well-being of its peoples**, by stimulating debate, reflection and **the development of networks and by bringing together people to share and exchange experiences, to learn from history and discuss the future of Europe**;

Amendment 9

Proposal for a regulation

Article 2 – paragraph 1 – point 2 a (new)

Text proposed by the Commission

Amendment

2a. A special focus shall be given to the Roma and other minorities in the EU, in order to facilitate their integration as full-right EU citizens.

Amendment 10

Proposal for a regulation

Article 2 – paragraph 1 – subparagraph 1 (new)

Text proposed by the Commission

Amendment

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

(1) raise awareness **of** remembrance, the Union's history, identity, **spirit** and **objectives** by stimulating debate, reflection and networking;

Justification

Incorporating the word 'spirit' suggests a kind of bridge between past and present. Remembrance is an element of this spirit, as negative events in the past played a major part in

establishing the European Community. The programme should suggest that the European Community is guided by a common spirit, and that it is important for that Community that as many citizens as possible feel and profess this spirit, as it should lead to closer cohesion.

Amendment 11

Proposal for a regulation

Article 3 – paragraph 1 – subparagraph 1 – point a

Text proposed by the Commission

(a) ‘Remembrance *and* European citizenship’

Amendment

(a) ‘*Fostering* remembrance *of European history and developing a sense of* European *identity and spirit*’

Amendment 12

Proposal for a regulation

Article 3 – paragraph 1 – subparagraph 2

Text proposed by the Commission

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

Amendment

The two strands shall be complemented by horizontal actions for analysis, dissemination and exploitation of project results (‘*Dissemination and multiplication*’ actions).

Justification

Some project results can be disseminated, whilst others lend themselves to multiplication (frequent, repeated use).

Amendment 13

Proposal for a regulation

Article 3 – paragraph 2 – introductory part

Text proposed by the Commission

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

Amendment

(2) In order to achieve its objectives, the programme shall finance inter alia (*but not exclusively*) the following types of actions, implemented on a transnational level or with a clear European dimension:

Justification

The inclusion of 'not exclusively' means that list is not closed.

Amendment 14

Proposal for a regulation

Article 3 – paragraph 2 – indent 2

Text proposed by the Commission

Creation and **operations** of **transnational partnerships** and networks

Amendment

– Creation and **operation** of **cross-border, international cooperation links** and networks.

Amendment 15

Proposal for a regulation

Article 3 – paragraph 2 – indent 3

Text proposed by the Commission

– Support for organisations of **a general** European interest

Amendment

– Support for organisations of European interest

Amendment 16

Proposal for a regulation

Article 3 – paragraph 2 – indent 4

Text proposed by the Commission

– **Community building and debates** on citizenship issues based on the use of ICT and/or social media

Amendment

– **Debates** on citizenship issues **such as community building**, based on the use of ICT and/or social media

Amendment 17

Proposal for a regulation

Article 3 – paragraph 2 – indent 6

Text proposed by the Commission

– Debates/studies and interventions on

Amendment

– Debates/studies and interventions on

defining moments in European history, in particular to keep the memory alive of the crimes committed under *Nazism and Stalinism*

defining moments in European history, in particular to keep the memory alive of the crimes committed under *totalitarian regimes*

Amendment 18

Proposal for a regulation

Article 3 – paragraph 2 – indent 7

Text proposed by the Commission

– Reflection/debates on common values

Amendment

– Reflection/debates on common *European* values, *identity and future and the European spirit*

Justification

In harmony with the other articles concerning the introduction of the term ‘spirit’, which is one of the fundamental building blocks of the European construction.

Amendment 19

Proposal for a regulation

Article 3 – paragraph 2 – indent 8

Text proposed by the Commission

– Initiatives to *raise awareness on* the EU institutions and their functioning

Amendment

– Initiatives to *increase people’s knowledge of* the EU institutions and their functioning

Amendment 20

Proposal for a regulation

Article 3 – paragraph 2 – indent 9

Text proposed by the Commission

– Actions *that exploit and further valorise* the results of the supported initiatives

Amendment

Actions *to disseminate, exploit and promote the multiplication of* the results of the supported initiatives

Justification

In addition to disseminating the results, care must be taken when planning and implementing projects to decide how the results can be re-used in the future, thereby contributing to more dynamic development. For example, the result of a project might be a study, but what might have been a new methodology devised when producing the study may be applicable to many other projects. The methodology would therefore be just as important as the result, as it could be used many times.

Amendment 21

Proposal for a regulation

Article 3 – paragraph 2 – indent 11

Text proposed by the Commission

*– **Support of** programme
information/advice structures in the
Member States*

Amendment

*– **Publicity and advice about the**
programme **at Member-State level and**
provision of the requisite institutional
structure for this to happen*

Justification

The stress should be not on the institutional structures but on the publicity and advice, for which the institutional structure is required.

Amendment 22

Proposal for a regulation

Article 4 – paragraph 2

Text proposed by the Commission

(2) Public procurement contracts will cover the purchase of services, **such as for organising** events, studies and research, information and dissemination tools, monitoring and evaluation.

Amendment

(2) Public procurement contracts will cover the purchase of services **which will enable the implementation and/or staging of** events, studies and research, information and dissemination tools **and** monitoring and evaluation.

Justification

Since the word ‘programme’ as used in this decision refers to the ‘Europe for citizens’ programme, using it here might cause confusion. It is also important to stress that public procurement should be used here when events at programme level are under consideration (direct word).

Amendment 23

Proposal for a regulation Article 6

Text proposed by the Commission

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

Amendment

The programme shall be open to all stakeholders promoting integration, **the common memory and European values and identity, irrespective of the number of members they have or the size of their budgets**, in particular local authorities and organisations, European public policy research organisations (think-tanks), citizens' groups and other civil society organisations (such as survivors' associations), and educational and research institutions.

Amendment 24

Proposal for a regulation Article 10 – paragraph 1

Text proposed by the Commission

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

Amendment

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

Justification

The online consultation facility should be consolidated and have a higher profile. Although it already exists, this should be stated more clearly in the regulation.

Amendment 25

Proposal for a regulation

Article 10 – paragraph 1a (new)

Text proposed by the Commission

Amendment

The proposals made during consultations shall be taken into account by the Commission when drawing up its annual work programmes.

Justification

The regulation will force the Commission continuously to make improvements to the annual work programmes, even while programmes are running.

Amendment 26

Proposal for a regulation

Article 11

Text proposed by the Commission

Amendment

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

The Commission shall ensure ***that there is*** coherence and complementarity between ***the measures applied in*** this programme and instruments in other areas of Union action, especially education, vocational training, culture, sport, fundamental rights and freedoms, social inclusion, gender equality, ***intergenerational solidarity, voluntary work,*** combating discrimination, research and innovation, the ***neighbourhood and*** enlargement policy and the Union external action.

Amendment 27

Proposal for a regulation

Annex – Point 1 – strand 1 - Heading

Text proposed by the Commission

Amendment

1. Remembrance ***and*** European citizenship

1. Remembrance, European citizenship ***and spirit***

Justification

Bringing into line with the first paragraph of Article 3.

Amendment 28

Proposal for a regulation

Annex 1 – strand 1 – paragraph 2

Text proposed by the Commission

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

Amendment

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

Amendment 29

Proposal for a regulation

Annex 1 – strand 2 – paragraph 3

Text proposed by the Commission

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

Amendment

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

Amendment 30

Proposal for a regulation

Annex 1 – strand 2 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

As full integration of minorities is a permanent goal of the EU, a more constructive approach shall be taken to encourage their political and civic participation.

Amendment 31

Proposal for a regulation

Annex – Point 1 – Horizontal action - Heading

Text proposed by the Commission

Amendment

HORIZONTAL ACTION: ***Valorisation***

HORIZONTAL ACTION: ***dissemination and multiplication of results***

Justification

Since we are dealing here with actions which are horizontal and in some cases appear rather abstract, the names they are given should explain what they are. In addition, it is not just the results themselves which should be disseminated; their impact and the value added which they bring should be exploited repeatedly and, in some cases, in other sectors. Introducing the word 'multiplication' suggests this way of thinking. For example, if the devising of a new methodology is one of the results of a project, this can be exploited any number of times in later projects.

Amendment 32

Proposal for a regulation

Annex – Horizontal action– paragraph 3

Text proposed by the Commission

Amendment

It will include "capacity building" - the development of support measures to exchange best practices, to pool experiences between stakeholders at local and regional levels including public authorities, and to develop new skills, for

It will include "capacity building" - the development of support measures to exchange best practices, to pool experiences between stakeholders at local and regional levels including public authorities, and to develop new skills, for

example through training. The latter could include peer-to-peer exchange, training for trainers, as well as for example the development of a database on the organisations/projects funded by the programme.

example through ***the social media or*** training. The latter could include peer-to-peer exchange, training for trainers, as well as for example the development of a database on the organisations/projects funded by the programme.

Amendment 33

Proposal for a regulation Annex 1 – point 2 – paragraph 2

Text proposed by the Commission

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

Amendment

In general, preference will be given to grants for projects with a high impact, in particular those which are linked to Union policies ***or to issues identified by citizens as being of major interest***, with a view to participate in the shaping of the ***Union's*** political agenda.

Amendment 34

Proposal for a regulation Annex – point 2 – paragraph 3

Text proposed by the Commission

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

Amendment

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

Justification

The regulation will determine what kind of institution coordinates the programme.

Amendment 35

Proposal for a regulation Annex – point 2 – paragraph 7

Text proposed by the Commission

The overall administrative expenditure of

Amendment

The overall administrative expenditure of

the programme should be proportional to the tasks provided for in the programme concerned.

the programme should be proportional to the tasks provided for in the programme concerned ***and should not comprise more than 12 % of the programme budget.***

Justification

Fixing the ceiling in the regulation will serve as a message and will discourage comments about excessive European bureaucracy.

Amendment 36

**Proposal for a regulation
Annex – point 2 – paragraph 8**

Text proposed by the Commission

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

Amendment

The Commission ***will*** undertake information, publication and dissemination activities as appropriate, thereby ensuring broad knowledge and a high impact of the activities supported by the programme.
This will stress the information and publicity delivered at Member State level in all the official languages of the EU.

Justification

Although English, French and German dominate as working languages at project implementation level, the programme concerns European citizenship, and therefore communication in the 23 (24 starting from 2013) official languages must be encouraged; this is one of the EU's fundamental principles.

Amendment 37

**Proposal for a regulation
Annex 1 – point 3 – specific objective 1 – introductory part**

Text proposed by the Commission

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

Amendment

Raising awareness ***of*** remembrance, ***common*** history, identity and ***values and of the Union's aim of promoting peace, its values, its cultural and linguistic diversity and the well-being of its peoples,*** by stimulating debate, reflection and ***the***

development of networks and by bringing together people to share and exchange experiences, to learn from history and discuss the future of Europe.

Amendment 38

Proposal for a regulation

Annex – point 3 – specific objective 2 – Table - row 6a(new)

Text proposed by the Commission

Amendment

Proportion of heads of consortiums from States which joined the EU in 2004, 2007 and 2013

n.a.

Minimum 35% across the board.

Justification

It must be stressed at community programme level that project coordination should be undertaken not only by the 15 old Member States but should be spread out in this area as well – in other words, the culture and experience of managing projects for international partnerships should be developed in the 13 new Member States, thereby promoting realistic European integration.

Amendment 39

Proposal for a regulation

Annex –point 3 – Horizontal action (new)

Text proposed by the Commission

Amendment

HORIZONTAL ACTION: dissemination and multiplication of results

Result indicators

Latest known result

***Medium term target
(result)***

Justification

The Commission should also determine result indicators for horizontal actions which it proposes.

RESULT OF FINAL VOTE IN COMMITTEE

Date adopted	11.10.2012
Result of final vote	+: 33 -: 3 0: 4
Members present for the final vote	Jan Philipp Albrecht, Roberta Angelilli, Rita Borsellino, Emine Bozkurt, Arkadiusz Tomasz Bratkowski, Simon Busuttil, Carlos Coelho, Ioan Enciu, Frank Engel, Cornelia Ernst, Tanja Fajon, Monika Flašíková Beňová, Kinga Gál, Kinga Göncz, Nathalie Griesbeck, Sylvie Guillaume, Anna Hedh, Sophia in 't Veld, Juan Fernando López Aguilar, Monica Luisa Macovei, Svetoslav Hristov Malinov, Véronique Mathieu, Nuno Melo, Claude Moraes, Georgios Papanikolaou, Judith Sargentini, Birgit Sippel, Csaba Sógor, Renate Sommer, Nils Torvalds, Wim van de Camp, Renate Weber, Tatjana Ždanoka, Auke Zijlstra
Substitute(s) present for the final vote	Stanimir Ilchev, Jan Mulder, Siiri Oviir, Marco Scurria
Substitute(s) under Rule 187(2) present for the final vote	Judith A. Merkies, Kay Swinburne, Salvatore Tatarella

15.10.2012

OPINION OF THE COMMITTEE ON CONSTITUTIONAL AFFAIRS

for the Committee on Culture and Education

on the proposal for a Council regulation establishing for the period 2014 – 2020 the programme "Europe for Citizens"
(COM(2011)0884 – C7-0000/2012 - 2011/0436(APP))

Rapporteur: Gerald Häfner

SHORT JUSTIFICATION

The Commission proposal

The Commission has proposed a programme "Europe for Citizens" for the period 2014-2020. The proposal takes into account experiences and evaluations of the current "Europe for Citizens programme" 2007-2013, as well as stakeholders' consultations. A full impact assessment has been carried out.

The general objective of the programme as proposed by the Commission is to "strengthen remembrance and enhance capacity for civic participation at the Union level". The specific objectives would be to "stimulate debate reflection and cooperation on remembrance, Union integration and history" and to "develop citizens' understanding and capacity to participate in the Union making process and develop opportunities for solidarity, societal engagement and volunteering at Union level". The Commission has also defined a set of operational objectives which it believes will increase the capacity to set more firm indicators to better evaluate progress and impact. These operational objectives are to "support organisations to promote debate and activities on remembrance, European values and history", "support organisations of a general European interest, transnational partnerships and networks to promote citizens' interactions on Union matters" and a horizontal dimension "Analysis, dissemination and valorisation of project results through internal and external activities". On that basis the Commission proposes three strands for the programme: "Remembrance and European citizenship", "Democratic engagement and civic participation" and "Valorisation".

The proposal has to be seen notably in the context of the democratic principles of Articles 10

and 11 TEU¹ without replacing the specific dialogues with citizens, stakeholders and interest groups. The Commission also wishes to link the activities under this programme more closely with concrete policy making. The programme foresees in operating grants and action grants based on open calls for proposals, as well as- where applicable- service contracts based on calls for tender. It is foreseen to continue to use an executive agency for the implementation of certain management tasks of the programme. The proposed financial envelope is EUR 229 million in current prices².

Evaluation and proposed amendments

The committee on Culture and Education asked the Legal Affairs committee for its opinion on the appropriateness of the legal basis chosen by the Commission for the programme (Article 352 TFEU). The Legal affairs committee decided at its meeting of 27 March 2012 to recommend that the legal basis should be Articles 167 and 352 TFEU. Consequently this draft opinion proposes amendments under the ordinary legislative procedure.

The amendments proposed aim mainly to complement the Commission proposal with elements which may need some more special emphasis, such as the importance of multi-stake holders joint projects, small scale projects, networking, the principle of geographical diversity and the need to reach hard to reach groups.

Further amendments address financial and administrative aspects in connection with the implementation of the programme, make explicit that the programme does not replace the specific horizontal dialogues for which administrative budgets of the Commission can be used and delete corporate communication actions on the political priorities of the European Union from the scope of this programme since limited funds should to the extent possible be geared to bottom-up initiatives.

In the same spirit, in line with criticism voiced on "high-level Union events" in the evaluations of the current programme, texts referring to activities on "Union level" have been replaced by "activities that are implemented on a transnational level or with a clear European dimension". The idea of such drafting is that it would keep all options open, including national and local actions, as well as certain events at Union level, where appropriate.

Other amendments widen the scope of eligible actions and beneficiaries, or, in the case of the strand on remembrance, give a more specific purpose to the actions. As to the link with the European policy agenda it is proposed to give such actions particular attention but not the preferential treatment that the Commission proposes.

¹ Notably the right of every citizen to participate in the democratic life of the Union and the duties of the institutions to take decisions as openly and as closely as possible to the citizen to give citizens and representative associations the opportunity to make known and publicly exchange their views in all areas of Union action and to maintain an open, transparent and regular dialogue with representative associations and civil society.

² Decision 1904/2006 establishing the "Europe for Citizens" programme for the period 2007-2013 contains a financial envelope of EUR 215 million (L 378/36 of 27.12 2006).

Progress indicators have been deleted from the scope of the articles defining the objectives of the programme. It seems more appropriate to deal with such indicators in the annex to the proposal. Moreover, it is difficult to specify them at a stage when it is not clear how much funding will be available. The committee may also want to consider adding indicative percentages of the total budget to the different strands of the programme in the Annex.

AMENDMENTS

The Committee on Constitutional Affairs calls on the Committee on Culture and Education, as the committee responsible, to incorporate the following amendments in its report:

Amendment 1

Proposal for a regulation

Citation 1

Text proposed by the Commission

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

Amendment

– Having regard to the Treaty on the Functioning of the European Union, and in particular **Articles 167 and 352** thereof,

Amendment 2

Proposal for a regulation

Recital 2

Text proposed by the Commission

(2) With the Europe 2020 Strategy, the Union and the Member States aim at delivering growth, employment, productivity and social cohesion for the coming decade.

Amendment

deleted

Amendment 3

Proposal for a regulation

Recital 4

Text proposed by the Commission

(4) In order to bring Europe closer to its citizens and to enable them to participate fully in the construction of an ever closer Union, a variety of actions and coordinated efforts through transnational **and Union** level **activities are required**. The European

Amendment

(4) In line with Article 10(3) of the Treaty on European Union, every citizen is to have the right to participate in the democratic life of the Union. In order to bring Europe closer to its citizens and to enable them to participate fully in the

Citizens' Initiative provides a unique opportunity to enable citizens to participate directly in shaping the development of EU legislation.

construction of an ever closer Union, a variety of *participatory* actions and coordinated efforts ***are required*** through ***activities that are implemented on a transnational level or with a clear European dimension***. The European Citizens' Initiative provides a unique *new* opportunity to enable citizens to participate directly in shaping the development of EU legislation ***and to promote wider dialogue on EU affairs and interest in them among the public***.

Amendment 4

Proposal for a regulation Recital 6

Text proposed by the Commission

(6) The interim evaluation report, a public online consultation and two consecutive stakeholder consultation meetings confirmed that a new Programme is considered relevant both by civil society organisations and by participating individuals and it should be established in order to have an impact at an organisational level in terms of capacity building and on a personal level in terms of increased interest in Union matters.

Amendment

(6) The interim evaluation report, a public online consultation and two consecutive stakeholder consultation meetings confirmed that a new Programme is considered relevant both by civil society organisations and by participating individuals and it should be established in order to have an impact at an organisational level in terms of capacity building and on a personal level in terms of increased interest ***and active involvement*** in Union matters.

Amendment 5

Proposal for a regulation Recital 7 a (new)

Text proposed by the Commission

Amendment

(7a) Such synergies can also be achieved by using appropriate administrative budgets of the different Commission Directorates-General for public participation, dialogue and partnerships to implement Articles 10 and 11 of the

Amendment 6

Proposal for a regulation

Recital 8 a (new)

Text proposed by the Commission

Amendment

(8a) It is also desirable to focus on publicising the actions of European political parties, with a view to increasing public interest in being involved.

Amendment 7

Proposal for a regulation

Recital 9

Text proposed by the Commission

Amendment

(9) A horizontal dimension of the Programme should ensure the valorisation and transferability of results for enhanced impact and long-term sustainability. ***For this purpose, activities launched should have a clear link to the European political agenda, and be communicated appropriately.***

(9) A horizontal dimension of the Programme should ensure the valorisation and transferability of results for enhanced impact and long term sustainability, ***inter alia through networking, platforms for information exchange or the sharing of knowledge and best practice, including specific methods such as extending the use of information technologies, data bases and social media.***

Amendment 8

Proposal for a regulation

Recital 9 a (new)

Text proposed by the Commission

Amendment

(9a) The impact of the programme can be enhanced by support for activities that have a clear link to the European political agenda, enhance participation of citizens in Union decision-making and promote a

culture of civic participation.

Amendment 9

Proposal for a regulation

Recital 10

Text proposed by the Commission

(10) Special attention should be paid to the balanced integration of citizens and civil society organisations from all Member States ***into transnational*** projects and activities, taking into account the ***multilingual character*** of the ***EU***.

Amendment

(10) Special attention should be paid to the balanced integration ***and participation*** of citizens and civil society organisations from all Member States ***in*** projects and activities, taking into account ***the linguistic and geographical diversity*** of the ***Union*** ***and the need to include groups that are hard to reach.***

Amendment 10

Proposal for a regulation

Article 2 – point 1

Text proposed by the Commission

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

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

Amendment

1. ***raising*** awareness ***of*** remembrance ***and of*** the Union's ***and recent European*** history ***with a view to promoting tolerance, mutual understanding, common*** identity, ***values*** and ***aims*** by stimulating debate, reflection and networking;

Amendment 11

Proposal for a regulation Article 2 – point 2

Text proposed by the Commission

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

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

Amendment

2. encouraging and enhancing participation of citizens *in* Union *decision-making and promoting a culture of civic participation, including the development of new democratic procedures and instruments.*

Amendment 12

Proposal for a regulation Article 3 – paragraph 2 – indent 1

Text proposed by the Commission

– Citizens' meetings, town-twinning

Amendment

– Citizens' meetings ***and panels***, town-twinning, ***and joint projects by local authorities, civil society and other local actors***

Amendment 13

Proposal for a regulation Article 3 – paragraph 2 – indent 2

Text proposed by the Commission

– Creation and operations of transnational partnerships and networks

Amendment

– Creation and operations of transnational partnerships and networks, ***cooperation between different types of organisations, and dialogue between civil society and Union institutions***

Amendment 14

Proposal for a regulation

Article 3 – paragraph 2 – indent 4

Text proposed by the Commission

– Community building and debates on citizenship issues based on the use of ICT and/ or social media

Amendment

– Community building and debates on citizenship issues, based *inter alia* on the use of ICT and/ or social media

Amendment 15

Proposal for a regulation

Article 3 – paragraph 2 – indent 5

Text proposed by the Commission

– *Union level events*

Amendment

deleted

Amendment 16

Proposal for a regulation

Article 3 – paragraph 2 – indent 6

Text proposed by the Commission

– Debates/studies and interventions on defining moments in European history, *in particular* to keep the memory *alive* of the crimes committed under Nazism and Stalinism

Amendment

– Debates/studies and interventions on defining moments in European history *and European integration, inter alia* to keep *alive* the memory of the crimes committed under Nazism and Stalinism *and to promote tolerance and mutual understanding*

Amendment 17

Proposal for a regulation

Article 3 – paragraph 2 – indent 7 a (new)

Text proposed by the Commission

Amendment

– *Debates/studies on the future of the*

Amendment 18

Proposal for a regulation

Article 3 – paragraph 2 – indent 7 b (new)

Text proposed by the Commission

Amendment

– Debates, studies and opinion polls on issues having a direct impact on citizens' lives

Amendment 19

Proposal for a regulation

Article 3 – paragraph 2 – indent 8

Text proposed by the Commission

Amendment

– Initiatives to raise awareness **on** the **EU** institutions and their functioning

– Initiatives to raise awareness **and develop citizen's understanding of** the **Union** institutions and their functioning **and promoting opportunities for societal engagements and volunteering at Union level**

Amendment 20

Proposal for a regulation

Article 3 – paragraph 2 – indent 9

Text proposed by the Commission

Amendment

– **Actions that** exploit and further valorise the results of the supported initiatives

– **Awareness-raising and dissemination activities to** exploit and further valorise the results of the supported initiatives, **inter alia through networking and platforms for information exchange or the sharing of knowledge and best practice**

Amendment 21

Proposal for a regulation

Article 3 – paragraph 2 – indent 10

Text proposed by the Commission

– Studies on issues related to citizenship and civic participation

Amendment

– ***Debate and*** studies on issues related to citizenship and civic participation ***and public information regarding the workings of European political parties and the possibilities of direct involvement***

Amendment 22

Proposal for a regulation

Article 6

Text proposed by the Commission

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

Amendment

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

Amendment 23

Proposal for a regulation

Article 12 – paragraph 2

Text proposed by the Commission

2. The resources allocated to communication actions under this Regulation shall also contribute to covering the corporate communication of the political priorities of the European Union, as far as they are related to the general objectives of this Regulation.

Amendment

deleted

Amendment 24

Proposal for a regulation

Annex – part 1 – title 1 – paragraph 2

Text proposed by the Commission

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

Amendment

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

Amendment 25

Proposal for a regulation

Annex – part 1 – title 1 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

As an indication, approximately 20% of a total budget allocated to the programme will be devoted to this strand.

Amendment 26

Proposal for a regulation

Annex – part 1 – title 2 – paragraph 1

Text proposed by the Commission

Amendment

The strand is defined by the possible

The strand is defined by the possible

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

projects and initiatives that can be launched under its heading, not by the type of civic organisations or actors that can apply. The strand will accommodate activities that cover civic participation in the broadest sense, with ***a*** particular focus on structuring methods for long-term sustainability. It will ***pay appropriate attention*** to initiatives and projects with a clear link to the European political agenda ***and to those that involve cooperation and networking between different types of organisations, dialogue between civil society and Union institutions and citizen-focused methods. It will also aim to include groups that are hard to reach.***

Amendment 27

Proposal for a regulation

Annex – part 1 – title 2 – paragraph 2

Text proposed by the Commission

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

Amendment

The strand may also cover projects and initiatives that develop opportunities for solidarity ***and promote participatory democracy,*** societal engagement, ***networking*** and volunteering.

Amendment 28

Proposal for a regulation

Annex – part 1 – title 2 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

As an indication, approximately 70% of a total budget allocated to the programme will be devoted to this strand.

Amendment 29

Proposal for a regulation

Annex – part 1 – title 3 – paragraph 3

Text proposed by the Commission

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

Amendment

It will include "capacity building" - the development of support measures to exchange best practices, to pool experiences **and knowledge** between different stakeholders, **including at** local and regional levels **and** including public authorities, and to develop new skills, for example through training. The latter could include peer-to-peer exchange **and** training for trainers.

Amendment 30

Proposal for a regulation

Annex – part 1 – title 3 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

As an indication, approximately 10% of a total budget allocated to the programme will be devoted to this strand.

Amendment 31

Proposal for a regulation

Annex – part 2 – paragraph 2

Text proposed by the Commission

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

Amendment

In general, preference will be given to grants for projects with a high impact, **including the small-scale ones, and** in particular those which are **related to the current European** Union policies **and those that encourage participation** in the shaping of the **Union's current and future** political agenda.

Amendment 32

Proposal for a regulation Annex – part 2 – paragraph 4

Text proposed by the Commission

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

Amendment

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

Amendment 33

Proposal for a regulation Annex – part 2 – paragraph 5

Text proposed by the Commission

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

Amendment

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

Amendment 34

Proposal for a regulation Annex – part 3 – paragraph 2

Text proposed by the Commission

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

Amendment

Specific objective 1: **Raising** awareness **of** remembrance **and of the Union's and recent European** history **with a view to promoting tolerance, mutual**

understanding, common identity, values and aims by stimulating debate, reflection and networking;

Amendment 35

Proposal for a regulation Annex – part 3 – paragraph 3

Text proposed by the Commission

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

Amendment

Specific objective 2: *Encouraging and enhancing participation of citizens in Union decision-making and promoting a culture of civic participation, including the development of new democratic procedures and instruments.*

RESULT OF FINAL VOTE IN COMMITTEE

Date adopted	9.10.2012
Result of final vote	+: 19 -: 4 0: 0
Members present for the final vote	Alfredo Antoniozzi, Andrew Henry William Brons, Carlo Casini, Andrew Duff, Roberto Gualtieri, Enrique Guerrero Salom, Gerald Häfner, Stanimir Ilchev, Constance Le Grip, David Martin, Morten Messerschmidt, Paulo Rangel, Algirdas Saudargas, Indrek Tarand, Rafał Trzaskowski, Manfred Weber
Substitute(s) present for the final vote	Zuzana Brzobohatá, Andrea Češková, Marietta Giannakou, Anneli Jäätteenmäki, Sajjad Karim, Vital Moreira, Helmut Scholz, György Schöpflin

PROCEDURE

Title	Proposal for a Council regulation establishing for the period 2014-2020 the programme "Europe for Citizens"			
References	COM(2011)0884 – C7-0000/2011 – 2011/0436(APP)			
Date submitted to Parliament	0.0.0000			
Committee responsible Date announced in plenary	CULT 0.0.0000			
Committee(s) asked for opinion(s) Date announced in plenary	BUDG 0.0.0000	LIBE 0.0.0000	AFCO 0.0.0000	
Not delivering opinion(s) Date of decision	PETI 27.1.2012			
Associated committee(s) Date announced in plenary				
Rapporteur(s) Date appointed	Hannu Takkula 23.1.2012			
Previous rapporteur(s)				
Simplified procedure – date of decision				
Legal basis disputed Date of JURI opinion	CULT 5.3.2012	/	JURI 28.3.2012	
Financial endowment amended Date of BUDG opinion	CULT 0.0.0000	/	BUDG 0.0.0000	
Parliament to consult European Economic and Social Committee – date decided in plenary	0.0.0000			
Parliament to consult Committee of the Regions – date decided in plenary	0.0.0000			
Discussed in committee	29.2.2012	29.5.2012	9.7.2012	8.10.2012
Date adopted	27.11.2012			
Result of final vote	+: 17 –: 4 0: 3			
Members present for the final vote	Malika Benarab-Attou, Lothar Bisky, Jean-Marie Cavada, Silvia Costa, Santiago Fisas Ayxela, Petra Kammerevert, Morten Løkkegaard, Emma McClarkin, Katarina Neved'álová, Doris Pack, Marie-Thérèse Sanchez-Schmid, Marietje Schaake, Marco Scurria, Hannu Takkula, Helga Trüpel, Gianni Vattimo, Marie-Christine Vergiat, Milan Zver			
Substitute(s) present for the final vote	François Alfonsi, Ivo Belet, Hans-Peter Martin, Mitro Repo, Joanna Katarzyna Skrzydlewska, Claudiu Ciprian Tănăsescu, Isabelle Thomas			
Substitute(s) under Rule 187(2) present for the final vote	Dieter-Lebrecht Koch			
Date tabled	0.0.0000			
Comments (available in one language only)	...			