

## Basic information

**2011/0344(COD)**

COD - Ordinary legislative procedure (ex-codecision procedure)  
Regulation

Rights, Equality and Citizenship Programme 2014-2020

Repealed by [2018/0207\(COD\)](#)

See also [2015/2827\(RSP\)](#)

### Subject

1 European citizenship  
1.10 Fundamental rights in the EU, Charter  
1.20 Citizen's rights  
1.20.09 Protection of privacy and data protection  
4.10.03 Child protection, children's rights  
4.10.04 Gender equality  
4.10.06 People with disabilities  
4.10.07 The elderly  
4.10.08 Equal treatment of persons, non-discrimination  
4.60 Consumers' protection in general  
7.30.30.02 Action to combat violence, trafficking in human beings and migrant smuggling

Procedure completed

## Key players

European  
Parliament

### Committee responsible

**LIBE**

Civil Liberties, Justice and Home Affairs

### Rapporteur

GÖNCZ Kinga (S&D)

### Appointed

09/02/2012

### Shadow rapporteur

ANGELILLI Roberta (PPE)

WIKSTRÖM Cecilia (ALDE)

LAMBERT Jean (Verts/ALE)

MIGALSKI Marek Henryk (ECR)

VERGIAT Marie-Christine (GUE/NGL)

### Committee for opinion

**BUDG**

Budgets

### Rapporteur for opinion

MATERA Barbara (PPE)

### Appointed

06/02/2012

**EMPL**

Employment and Social Affairs  
(Associated committee)

LAMBERT Jean (Verts/ALE)




15/12/2011

**IMCO**

Internal Market and Consumer Protection












The committee decided not to give an opinion.

	<p><b>JURI</b> Legal Affairs</p> <p><b>FEMM</b> Women's Rights and Gender Equality (Associated committee)</p> <p><b>PETI</b> Petitions</p>	<p>LEHNE Klaus-Heiner (PPE)</p> <p>BASTOS Regina (PPE)</p> <p>VĂLEAN Adina (ALDE)</p>	<p>26/06/2012</p> <p>22/11/2011</p> <p>12/01/2012</p>
Council of the European Union	<b>Council configuration</b>	<b>Meetings</b>	<b>Date</b>
	Justice and Home Affairs (JHA)	3195	2012-10-25
	Justice and Home Affairs (JHA)	3244	2013-06-06
	Justice and Home Affairs (JHA)	3172	2012-06-08
	Agriculture and Fisheries	3285	2013-12-16
European Commission	<b>Commission DG</b>	<b>Commissioner</b>	
	Justice and Consumers	REDING Viviane	

Key events			
Date	Event	Reference	Summary
15/11/2011	Legislative proposal published	COM(2011)0758 	Summary
15/12/2011	Committee referral announced in Parliament, 1st reading		
24/05/2012	Referral to associated committees announced in Parliament		
08/06/2012	Debate in Council		Summary
25/10/2012	Debate in Council		
06/06/2013	Debate in Council		
07/11/2013	Vote in committee, 1st reading		
19/11/2013	Committee report tabled for plenary, 1st reading	A7-0397/2013	Summary
10/12/2013	Decision by Parliament, 1st reading	T7-0520/2013	Summary
10/12/2013	Results of vote in Parliament		
10/12/2013	Debate in Parliament		
16/12/2013	Act adopted by Council after Parliament's 1st reading		
16/12/2013	End of procedure in Parliament		
17/12/2013	Final act signed		
28/12/2013	Final act published in Official Journal		

Technical information	
Procedure reference	2011/0344(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Regulation
Amendments and repeals	Repealed by <a href="#">2018/0207(COD)</a> See also <a href="#">2015/2827(RSP)</a>
Legal basis	Treaty on the Functioning of the European Union TFEU 021-p2 Treaty on the Functioning of the European Union TFEU 114-p1 Treaty on the Functioning of the European Union TFEU 169-p3 Treaty on the Functioning of the European Union TFEU 197-p2 Treaty on the Functioning of the European Union TFEU 019-p2 Treaty on the Functioning of the European Union TFEU 168
Other legal basis	Rules of Procedure EP 165
Stage reached in procedure	Procedure completed
Committee dossier	LIBE/7/07987

Documentation gateway				
<b>European Parliament</b>				
Document type	Committee	Reference	Date	Summary
Committee draft report		<a href="#">PE491.176</a>	07/06/2012	
Amendments tabled in committee		<a href="#">PE492.614</a>	10/07/2012	
Committee opinion	<a href="#">PETI</a>	<a href="#">PE487.768</a>	16/07/2012	
Committee opinion	<a href="#">BUDG</a>	<a href="#">PE491.128</a>	19/07/2012	
Committee opinion	<a href="#">JURI</a>	<a href="#">PE489.436</a>	18/09/2012	
Committee opinion	<a href="#">FEMM</a>	<a href="#">PE491.197</a>	02/10/2012	
Committee opinion	<a href="#">EMPL</a>	<a href="#">PE491.177</a>	10/10/2012	
Committee report tabled for plenary, 1st reading/single reading		<a href="#">A7-0397/2013</a>	19/11/2013	<a href="#">Summary</a>
Text adopted by Parliament, 1st reading/single reading		<a href="#">T7-0520/2013</a>	10/12/2013	<a href="#">Summary</a>
<b>Council of the EU</b>				
Document type	Reference	Date	Summary	
Draft final act	<a href="#">00089/2013/LEX</a>	17/12/2013		
<b>European Commission</b>				
Document type	Reference	Date	Summary	

Legislative proposal	<a href="#">COM(2011)0758</a> 	15/11/2011	<a href="#">Summary</a>
Document attached to the procedure	<a href="#">SEC(2011)1364</a> 	15/11/2011	
Document attached to the procedure	<a href="#">SEC(2011)1365</a> 	15/11/2011	
Commission response to text adopted in plenary	<a href="#">SP(2014)148</a>	13/02/2014	
Follow-up document	<a href="#">COM(2018)0508</a> 	29/06/2018	<a href="#">Summary</a>
Follow-up document	<a href="#">SWD(2018)0358</a> 	29/06/2018	
Follow-up document	<a href="#">SWD(2018)0359</a> 	29/06/2018	
Follow-up document	<a href="#">COM(2022)0118</a> 	22/03/2022	
Follow-up document	<a href="#">SWD(2022)0058</a> 	22/03/2022	
Follow-up document	<a href="#">SWD(2022)0059</a> 	22/03/2022	
Document attached to the procedure	<a href="#">COM(2025)0266</a> 	03/06/2025	
Document attached to the procedure	<a href="#">SWD(2025)0133</a> 	03/06/2025	

#### National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	<a href="#">IT_SENATE</a>	<a href="#">COM(2011)0758</a>	31/01/2012	

#### Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
EESC	Economic and Social Committee: opinion, report	<a href="#">CES1047/2012</a>	26/04/2012	

#### Additional information

Source	Document	Date
National parliaments	<a href="#">IPEX</a>	
European Commission	<a href="#">EUR-Lex</a>	
European Commission	<a href="#">EUR-Lex</a>	

## Rights, Equality and Citizenship Programme 2014-2020

2011/0344(COD) - 19/11/2013 - Committee report tabled for plenary, 1st reading/single reading

The Committee on [Civil Liberties, Justice and Home Affairs](#) adopted the report by Kinga GÖNCZ (S&D, HU) on the proposed Regulation of the European Parliament and of the Council establishing the Rights and Citizenship Programme 2014-2020.

The Committees on [Employment and Social Affairs](#) and on [Women's Rights and Gender Equality](#) took up their rights as associated committees in line with [Article 50 of the European Parliament Rules of Procedure](#), to be equally consulted and to give an opinion on the present report.

The parliamentary committee recommended that the position of the European Parliament adopted at first reading, following the ordinary legislative procedure, amend the Commission proposal.

The key amendments aim to:

**Programmetitle:** the programme shall be called "**Equality**, Rights and Citizenship".

**European added value:** the European added value of actions was underlined. These actions taken at **small-scale and national levels**, shall be assessed in the light of criteria such as their contribution to the consistent and coherent implementation of Union law, and to wide public awareness about the rights deriving from it, their transnational impact or their potential to contribute to the creation of **minimum standards**, practical tools and solutions that address cross-border or Union-wide challenges.

**Specific objectives:** the specific objectives of the Programme have been extended to:

- promote the effective implementation of the principle of non -discrimination on grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, and to respect the principle of non-discrimination on the grounds provided for in the Charter of Fundamental Rights of the European Union;
- **prevent and combat racism, xenophobia, homophobia** and other forms of intolerance;
- promote and protect the rights of persons with disabilities;
- promote equality between women and men and to advance gender mainstreaming;
- **prevent and combat all forms of violence against children**, young people and women, as well as violence against other groups at risk;
- promote and protect the rights of the child;
- **contribute to ensuring the highest level of protection of privacy** and personal data;
- promote and enhance the exercise of rights deriving from citizenship of the Union;
- enable individuals in their capacity as consumers or entrepreneurs in the internal market to enforce their rights deriving from Union law, having regard to the projects funded under the Consumer Programme.

The programme should also be devoted to preventing and combating **all forms of violence**, hatred, segregation and stigmatisation, as well as combating bullying, harassment and intolerant treatment, for example in public administration, the police, the judiciary, at school and in the workplace. Measures aimed at eliminating discrimination against the Roma shall also be implemented.

The specific objectives of the Programme shall be pursued through, in particular:

- enhancing awareness and knowledge of Union law and policies as well as of the rights, values and principles underpinning the Union;
- supporting the effective, comprehensive and consistent implementation and application of Union instruments and policies in the Member States and the monitoring and evaluation thereof;
- promoting cross-border cooperation, improving mutual knowledge and enhancing mutual trust among all stakeholders;
- improving knowledge and understanding of potential obstacles to the exercise of rights and principles guaranteed by the TEU, the TFEU, the Charter, international conventions to which the Union has acceded, and secondary Union legislation.

The type of actions to be funded have been revised to meet these specific objectives. Generally, the actions funded by the programme should represent a real European added value.

In addition, so that their actions affect the greatest number of people, beneficiaries shall encourage the participation of relevant target groups in actions financed by the Programme.

**Access to the programme:** it is specified that bodies and entities which are profit-oriented shall have access to the Programme **only in conjunction with non-profit or public organisations**. In addition to the entities covered by the Programme, access shall also be open to international organisations active in the areas covered by the Programme

National, regional and local authorities should also be included among the bodies and entities having access to the Programme.

**Financial envelope:** in accordance with the overall agreement on the financial framework, the financial envelope for the implementation of the Programme for the period 2014 to 2020 is set at **EUR 439,473 million**.

This shall be divided in line with the Annex of the future Regulation:

- **Group 1: 57 % of the total envelope** as follows:

- to promote the effective implementation of the principle of non-discrimination in line with the principles of the Charter;
- to prevent and combat racism, xenophobia, homophobia and other forms of intolerance;
- to promote and protect the rights of persons with disabilities;
- to promote equality between women and men.

- **Group 2: 43% of the envelope** as follows:

- to prevent and combat all forms of violence against children, young people and women, as well as violence against other groups at risk;
- to promote and protect the rights of the child;
- to contribute to ensuring the highest level of protection of privacy and personal data;
- to promote and enhance the exercise of rights deriving from citizenship of the Union;
- to enable individuals in their capacity as consumers or entrepreneurs in the internal market to enforce their rights deriving from Union law, having regard to the projects funded under the Consumer Programme.

The Commission shall not depart from the allocated percentages by more than five percentage points for each group of specific objectives. Should it prove necessary to exceed that limit, the Commission shall be empowered to adopt **delegated acts** to modify each of the figures.

**Work programme:** the annual work programme shall determine:

- the actions to be undertaken, including the indicative allocation of financial resources;
- the essential eligibility, selection and award criteria to be used to select the proposals which are to receive financial contributions;
- the minimum percentage of annual expenditure to be allocated to grants.

Appropriate and fair distribution of financial support between different areas covered by the specific objectives shall be ensured.

**Monitoring and evaluation of the Programme:** the Commission shall monitor the Programme annually. It shall also provide:

- an interim evaluation report by 30 June 2018;
- an ex-post evaluation report by 31 December 2021.

These assessments should also consider the way in which issues relating to equality between men and women, non-discrimination and the protection of the child have been taken into account in the Programme actions.

**Performance indicators** were also added to better evaluate the effectiveness of the Programme. These last include the number and percentage of persons in a target group reached by the awareness-raising activities; the number of stakeholders participating in training activities; the number of cases, activities and outputs of cross-border cooperation; the geographical coverage of the activities, etc.

In addition addition to the indicators, the evaluation reports shall assess **the European added value of the actions** as well as the level of finance involved in relation to results achieved (in terms of effectiveness).

## Rights, Equality and Citizenship Programme 2014-2020

2011/0344(COD) - 17/12/2013 - Final act

**PURPOSE:** to establish for the period 2014-2020 the **Rights and Citizens Programme**, following on from the [Fundamental Rights and Citizenship, Daphne III](#), The Sections "Antidiscrimination and Diversity" and "Gender Equality" of the Programme for Employment and Social Solidarity ([PROGRESS](#)) from 2007-2013.

**LEGISLATIVE ACT:** Regulation (EU) No 1381/2013 of the European Parliament and of the Council establishing a Rights, Equality and Citizenship Programme for the period 2014 to 2020.

**CONTENT:** this Regulation establishes a new European Union Programme on Rights and Citizenship covering the period from 1 January 2014 to 31 December 2020.

**European added value:** the Programme shall finance actions with European added value. To that end, the Commission shall ensure that the actions selected for funding are intended to produce results with European added value.

The European added value of actions, including that of **small-scale and national actions**, shall be assessed in the light of criteria such as their contribution to the consistent and coherent implementation of Union law, and to wide public awareness about the rights deriving from it, their transnational impact, their contribution to the elaboration and dissemination of best practices or their potential to contribute to the creation of minimum standards, practical tools and solutions that address cross-border or Union-wide challenges.

**General objective:** the general objective of the Programme shall be to contribute to the further development of an area where equality and the rights of persons as enshrined in the TEU, in the TFEU, in the Charter and in the international human rights conventions to which the Union has acceded, are promoted, protected and effectively implemented.

**Specific objectives:** the Programme shall have the following specific objectives:

- to promote the effective implementation of the principle of non-discrimination on grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, and to respect the principle of non-discrimination on the grounds provided for in Article 21 of the Charter;
- to prevent and **combat racism, xenophobia, homophobia** and other forms of intolerance;
- to promote and protect the rights of persons with disabilities;
- to promote equality between women and men and to advance gender mainstreaming;
- to **prevent and combat all forms of violence against children**, young people and women, as well as violence against other groups at risk, in particular groups at risk of violence in close relationships, and to protect victims of such violence;
- to promote and protect the rights of the child;
- to **contribute to ensuring the highest level of protection of privacy** and personal data;
- to promote and enhance the exercise of rights deriving from citizenship of the Union;
- to enable individuals in their capacity as consumers or entrepreneurs in the internal market to enforce their rights deriving from Union law, having regard to the projects funded under the [Consumer Programme](#).

The specific objectives shall be pursued through, in particular:

- enhancing awareness and knowledge of Union law and policies as well as of the rights, values and principles underpinning the Union;
- supporting the effective, comprehensive and consistent implementation and application of Union law instruments and policies in the Member States and the monitoring and evaluation thereof;
- promoting cross-border cooperation, improving mutual knowledge and enhancing mutual trust among all stakeholders;
- improving knowledge and understanding of potential obstacles to the exercise of rights and principles guaranteed by the TEU, the TFEU, the Charter, international conventions to which the Union has acceded, and secondary Union legislation.

The Regulation details the type of actions to be financed to respond to these specific objectives (such as the collection of data and statistics; training activities; mutual learning; support for main actors whose activities contribute to the implementation of the objectives of the Programme, such as support for NGOs in the implementation of actions with European added value).

In order to ensure an inclusive perspective, beneficiaries shall encourage the participation of relevant target groups in actions financed by the Programme.

**Access to the Programme:** access to the Programme shall be open to all bodies and entities legally established in the EU and EFTA countries, candidate countries, potential candidates and countries acceding to the Union, in accordance with the general principles and the general terms and conditions laid down in the Regulation. Bodies and entities which are profit-oriented shall have access to the Programme only in conjunction with non-profit or public organisations.

National, regional and local authorities should also be included among the bodies and entities having access to the Programme.

**Financial envelope:** in accordance with the overall agreement on the financial framework, the financial envelope for the implementation of the Programme for the period 2014 to 2020 is set at **EUR 439.473 million**.

This shall be divided in line with the Annex of the Regulation:

- Group 1: 57 % of the total envelope as follows:

- to promote the effective implementation of the principle of non-discrimination in line with the principles of the Charter;
- to prevent and combat racism, xenophobia, homophobia and other forms of intolerance;
- to promote and protect the rights of persons with disabilities;
- to promote equality between women and men.

- **Group 2: 43% of the envelope** as follows:

- to prevent and combat all forms of violence against children, young people and women, as well as violence against other groups at risk;
- to promote and protect the rights of the child;
- to contribute to ensuring the highest level of protection of privacy and personal data;
- to promote and enhance the exercise of rights deriving from citizenship of the Union;
- to enable individuals in their capacity as consumers or entrepreneurs in the internal market to enforce their rights deriving from Union law, having regard to the projects funded under the Consumer Programme.

The Commission shall not depart from the allocated percentages by more than five percentage points for each group of specific objectives. Should it prove necessary to exceed that limit, the Commission shall be empowered to adopt delegated acts to modify each of the figures.

**Work programme:** the annual work programme shall determine:

- the actions to be undertaken, including the indicative allocation of financial resources;
- the essential eligibility, selection and award criteria to be used to select the proposals which are to receive financial contributions;
- the minimum percentage of annual expenditure to be allocated to grants.

Appropriate and fair distribution of financial support between different areas covered by the specific objectives shall be ensured.

**Complementarity:** the Commission, in cooperation with the Member States, shall ensure overall consistency and complementarity and synergies with other Union instruments including, inter alia, the Justice Programme, the "Europe for Citizens" Programme and the European Union Programme for Employment and Social Innovation, and with other programmes in the areas of employment and social affairs; home affairs, health and consumer protection; education, training, youth and sport; the information society; and enlargement, in particular the Instrument for Pre-accession Assistance (IPA II) and the European Structural and Investment Funds.

**Monitoring and evaluation of the Programme:** the Commission shall monitor the Programme annually. It shall also provide:

- an interim evaluation report by 30 June 2018;
- an ex-post evaluation report by 31 December 2021.

**Performance indicators** were also added to better evaluate the effectiveness of the Programme. In addition to the indicators, the evaluation reports shall assess the European added value of the actions as well as the level of finance involved in relation to results achieved (in terms of effectiveness).

**Annex:** the Regulation includes an annex relating to the allocation of funds.

ENTRY INTO FORCE: 29.12.2013.

**DELEGATED ACTS:** in order to ensure that the Programme is sufficiently flexible to respond to changing needs and corresponding policy priorities throughout its duration, the power to adopt acts in accordance with Article 290 TFEU should be delegated to the Commission concerning modification of the percentages set out in the Annex to this Regulation for each group of specific objectives that would exceed those percentages by more than 5 percentage points. To assess the need for such a delegated act, those percentages should be calculated on the basis of the financial envelope of the Programme for its **entire duration**, and not on the basis of annual appropriations.

The European Parliament or Council may raise objections to a delegated act within two months from the date of notification (which may be extended by two months). If Parliament or Council raise objections, the delegated act will not enter into force.

## Rights, Equality and Citizenship Programme 2014-2020

2011/0344(COD) - 10/12/2013 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 430 votes to 34, with 38 abstentions, a legislative resolution on the proposed Regulation of the European Parliament and of the Council establishing the Rights and Citizenship Programme 2014-2020.

Parliament adopted its position at first reading, following the ordinary legislative procedure. The amendments adopted in plenary are the result of a compromise negotiated between the European Parliament and the Council.

**Programme title:** the programme shall be called "**Equality, Rights and Citizenship**".

**European added value:** the European added value of actions was underlined. These actions taken at **small-scale and national levels**, shall be assessed in the light of criteria such as their contribution to the consistent and coherent implementation of Union law, and to wide public awareness about the rights deriving from it, their transnational impact or their potential to contribute to the creation of **minimum standards**, practical tools and solutions that address cross-border or Union-wide challenges.

**Specific objectives:** the specific objectives of the Programme have been extended to:

- promote the effective implementation of the principle of non-discrimination on grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, and to respect the principle of non-discrimination on the grounds provided for in the Charter of Fundamental Rights of the European Union;
- **prevent and combat racism, xenophobia, homophobia** and other forms of intolerance;
- promote and protect the rights of persons with disabilities;
- promote equality between women and men and to advance gender mainstreaming;
- **prevent and combat all forms of violence against children**, young people and women, as well as violence against other groups at risk;
- promote and protect the rights of the child;
- **contribute to ensuring the highest level of protection of privacy** and personal data;
- promote and enhance the exercise of rights deriving from citizenship of the Union;
- enable individuals in their capacity as consumers or entrepreneurs in the internal market to enforce their rights deriving from Union law, having regard to the projects funded under the [Consumer Programme](#).

The programme should also be devoted to preventing and combating **all forms of violence**, hatred, segregation and stigmatisation, as well as combating bullying, harassment and intolerant treatment, for example in public administration, the police, the judiciary, at school and in the workplace. Measures aimed at eliminating discrimination against the Roma shall also be implemented.

The specific objectives of the Programme shall be pursued through, in particular:

- enhancing awareness and knowledge of Union law and policies as well as of the rights, values and principles underpinning the Union;
- supporting the effective, comprehensive and consistent implementation and application of Union instruments and policies in the Member States and the monitoring and evaluation thereof;
- promoting cross-border cooperation, improving mutual knowledge and enhancing mutual trust among all stakeholders;

- improving knowledge and understanding of potential obstacles to the exercise of rights and principles guaranteed by the TEU, the TFEU, the Charter, international conventions to which the Union has acceded, and secondary Union legislation.

The type of actions to be funded have been revised to meet these specific objectives. Generally, the actions funded by the programme should represent a real European added value.

In addition, so that their actions affect the greatest number of people, beneficiaries shall encourage the participation of relevant target groups in actions financed by the Programme.

**Access to the programme:** it is specified that bodies and entities which are profit-oriented shall have access to the Programme **only in conjunction with non-profit or public organisations**. In addition to the entities covered by the Programme, access shall also be open to international organisations active in the areas covered by the Programme.

National, regional and local authorities should also be included among the bodies and entities having access to the Programme.

**Financial envelope:** in accordance with the overall agreement on the financial framework, the financial envelope for the implementation of the Programme for the period 2014 to 2020 is set at **EUR 439.473 million**.

This shall be divided in line with the Annex of the future Regulation:

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- to contribute to ensuring the highest level of protection of privacy and personal data;
- to promote and enhance the exercise of rights deriving from citizenship of the Union;
- to enable individuals in their capacity as consumers or entrepreneurs in the internal market to enforce their rights deriving from Union law, having regard to the projects funded under the Consumer Programme.

The Commission shall not depart from the allocated percentages by more than five percentage points for each group of specific objectives. Should it prove necessary to exceed that limit, the Commission shall be empowered to adopt **delegated acts** to modify each of the figures.

**Work programme:** the annual work programme shall determine:

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- the essential eligibility, selection and award criteria to be used to select the proposals which are to receive financial contributions;
- the minimum percentage of annual expenditure to be allocated to grants.

Appropriate and fair distribution of financial support between different areas covered by the specific objectives shall be ensured.

**Monitoring and evaluation of the Programme:** the Commission shall monitor the Programme annually. It shall also provide:

- an interim evaluation report by 30 June 2018;
- an ex-post evaluation report by 31 December 2021.

These assessments should also consider the way in which issues relating to equality between men and women, non-discrimination and the protection of the child have been taken into account in the Programme actions.

**Performance indicators** were also added to better evaluate the effectiveness of the Programme. These last include the number and percentage of persons in a target group reached by the awareness-raising activities; the number of stakeholders participating in training activities; the number of cases, activities and outputs of cross-border cooperation; the geographical coverage of the activities, etc.

In addition to the indicators, the evaluation reports shall assess **the European added value of the actions** as well as the level of finance involved in relation to results achieved (in terms of effectiveness).

## Rights, Equality and Citizenship Programme 2014-2020

2011/0344(COD) - 15/11/2011 - Legislative proposal

**PURPOSE:** to establish for the period 2014-2020 the **Rights and Citizens Programme**, following on from the [Fundamental Rights and Citizenship, Daphne III](#), The Sections "Antidiscrimination and Diversity" and "Gender Equality" of the Programme for Employment and Social Solidarity ([PROGRESS](#)) from 2007-2013.

**PROPOSED ACT:** Regulation of the European Parliament and of the Council.

**BACKGROUND:** the Union is still faced with many challenges such as the insufficient or inconsistent implementation of certain rights across the Union or a lack of awareness about certain Union legislation both by citizens and public authorities. Legislative and policy measures as well as their coherent implementation are key tools. Funding can contribute to the development of this area through supporting legislation and policy-making and promoting their implementation.

In accordance with the [Communication on the EU Budget Review](#), a fresh look was taken at the existing funding instruments and delivery mechanisms to ensure clear focus on European added value and to cater for rationalisation and simplification of the funding mechanisms. In 'A Budget for Europe 2020', the Commission identified the need for a simpler and more transparent budget to overcome the problems that arise from the complexity of programme structures and the existence of multiple programmes. The area of Rights was mentioned as an example of the existing fragmentation, where action should be taken.

Within this framework and aiming at simplification and rationalisation, the Rights and Citizenship Programme is the successor of three current programmes:

- Fundamental Rights and Citizenship,
- Daphne III,
- The Sections "Antidiscrimination and Diversity" and "Gender Equality" of the Programme for Employment and Social Solidarity (PROGRESS).

The merge of these programmes will allow for a **comprehensive funding approach in this area**.

**IMPACT ASSESSMENT:** one impact assessment was carried out concerning the future funding activities for the whole area of justice, rights and equality, which currently comprises six programmes (Civil Justice Programme, the Criminal Justice Programme, the Fundamental Rights and Citizenship Programme, the Daphne III Programme, the Drug Prevention and Information Programme and the sections "Antidiscrimination and Diversity" and "Gender Equality" of the Programme for Employment and Social Solidarity (PROGRESS)).

The impact assessment has considered three options:

- **Option A:** to maintain six programmes and to address some of the identified problems through changes in the internal management of the programmes.;
- **Option B:** to maintain all measures of option A and **additionally to merge the current six programmes into two programmes**. This option would allow for flexibility in the use of funds and in addressing annual policy priorities. It would achieve increased simplification (both for the beneficiaries and the administration) and efficiency of the programmes, since significantly fewer procedures would be needed. The effectiveness of the programmes would also be improved as the fragmentation and dilution of funds would be addressed better within two programmes. Human resources could be freed, since fewer procedures would reduce the administrative burden and they would be allocated to activities improving the effectiveness of the programmes (dissemination of results, monitoring, providing information, etc).
- **Option C:** to implement **only one programme**. This option addresses all problems caused by the multiple legal instruments and by the increased administrative burden of managing multiple programmes. However, due to legal constraints the scope of this programme would not be able to cover the funding needs of all policy areas. A choice would have to be made between the area of justice and the area of rights and citizenship. Although this solution can deliver maximum impact in terms of management, however it would not be possible to address sufficiently the policy priorities and needs of the whole policy area.

Resulting from the analysis and comparison of the options, the **preferred option** is the implementation of **two programmes** which would **cover the funding needs of all policy areas (option B)**. In comparison to the status quo option B presents clear advantages and no disadvantage.

**LEGAL BASIS:** Articles 19(2), 21(2), 114, 168, 169 and 197 of the Treaty on the Functioning of the European Union (TFEU).

**CONTENT:** with this proposed Regulation, the Commission proposes to establish a new European Union Programme on Rights and Citizenship for 2014-2020.

**General objective:** the general objective of the Programme shall be to contribute to the creation of an area, where the rights of persons, as enshrined in the Treaty on the Functioning of the European Union and the Charter of Fundamental Rights of the European Union, are promoted and protected.

**Specific objectives:** to achieve the general objective, the Programme shall have the following specific objectives:

- to contribute to enhancing the exercise of rights deriving from the citizenship of the Union;
- to promote the effective implementation of the principles of non discrimination on the grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, including equality between women and men and the rights of persons with disabilities and of the elderly;
- to contribute to ensuring a high level of protection of personal data;
- to enhance the respect of the rights of the child;
- to empower consumers and businesses to trade and purchase in trust within the internal market by enforcing the rights deriving from the Union consumer legislation and by supporting the freedom to conduct business in the internal market through cross-border transactions.

The indicators to measure the achievement of the objectives shall be, *inter alia*, the European perception of the respect, exercise and implementation of these rights and the number of complaints.

**Actions financed:** the Programme shall finance *inter alia* the following types of actions:

- **analytical activities**, such as collection of data and statistics; development of common methodologies and, where appropriate, indicators or benchmarks; studies, researches, analyses and surveys; evaluations and impact assessments;
- **training activities**, such as staff exchanges, workshops, seminars, train-the-trainers events;
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- **mutual learning, cooperation, awareness raising and dissemination activities**, such as identification of, and exchanges on, good practices, innovative approaches and experiences, organisation of peer review and mutual learning;
- **support for main actors**, such as support for Member States when implementing Union law and policies; support for key European level networks whose activities are linked to the implementation of the objectives of the Programme; funding of experts' networks; funding of European level observatories.

**European added value:** the Commission shall ensure that the actions selected for funding are intended to produce results with European added value and shall monitor whether European added value was actually achieved through the final results of the actions financed by the Programme.

**Implementation:** in implementing this Regulation the Commission will establish annually the funding priorities in the respective policy areas. The Programme can make use of all financial instruments foreseen in the **Financial Regulation**. The Commission may use, on the basis of a cost-benefit analysis, an existing executive agency for the implementation of the programme, as provided for in Council Regulation (EC) No 58/2003 of 19 December 2002 laying down the statute for executive agencies to be entrusted with certain tasks in the management of Community programmes.

The programme may share resources with other Union instruments, in particular the [Justice programme](#), in order to implement actions meeting the objectives of both programmes.

**Participation:** access to the Programme shall be open to all public and/or private bodies and entities legally established in: (a) Member States; (b) EFTA countries which are party to the EEA Agreement, in accordance with the conditions laid down in the EEA Agreement; (c) accession countries, candidate countries and potential candidates. Under the Programme, the Commission may cooperate with the international organisations active in the areas covered by the Programme, such as the Council of Europe, the Organisation for Economic Cooperation and Development (OECD) and the United Nations. Access to the Programme shall be open to those international organisations.

**Monitoring and evaluation:** the Commission shall monitor the Programme regularly. The monitoring shall also provide a means of assessing the way in which gender equality and anti-discrimination issues have been addressed across the programme's actions. Where relevant, indicators should be disaggregated by sex, age and disability. The Commission shall provide the European Parliament and the Council with: (a) an interim evaluation report by mid-2018 at the latest; (b) an ex-post evaluation report.

**Complementarity:** the Commission shall ensure overall consistency and complementarity and synergies with other Union instruments, inter alia, with the Justice programme, the Europe for Citizens programme and with programmes in the areas of home affairs; employment and social affairs; health and consumer protection; education, training, youth and sport; information society; enlargement, in particular the Instrument for Preaccession Assistance and the funds operating under the Common Strategic Framework (CSF funds).

**BUDGETARY IMPLICATION:** the financial envelope for the implementation of the Rights and Citizenship Programme for the period 1 January 2014 to 31 December 2020 shall amount to **EUR 439 million**.

## Rights, Equality and Citizenship Programme 2014-2020

2011/0344(COD) - 08/06/2012

The Council reached a **partial general approach** on two proposals for regulations establishing the financing programmes in the area of justice and fundamental rights within the framework of the Multiannual Financial Framework for the period 2014-2020. Those texts will now form the basis for the negotiations with the European Parliament with a view to reaching agreement. In both proposals, the provisions regarding the financial envelope are excluded from the scope of the partial general approach since they will be negotiated at a horizontal level.

- The first proposal concerns the [Justice programme](#), a funding programme aiming to support actions with European added value in the area of judicial cooperation in civil and criminal matters and judicial training.

- The second proposal concerns the Rights, Equality and Citizenship programme (see [10642/12](#)) which is the successor to three existing programmes: Fundamental Rights and Citizenship, Daphne III and the "Antidiscrimination and Diversity" and "Gender Equality" sections of the Programme for Employment and Social Solidarity (PROGRESS). The new programme aims to contribute to the creation of an area where the rights of persons, as enshrined in the Treaty of the Functioning of the European Union and in the Charter of Fundamental Rights of the EU, are respected, promoted and protected. Accordingly the programme will support actions in the areas of Union citizenship, non-discrimination on grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, xenophobia and other forms of intolerance; prevention and combating violence against children, young people and women, protection of victims and groups at risk; data protection; rights of the child and consumer and business rights in the internal market.

### Main provisions introduced by the Council:

- The Council reached an agreement on the Article on the protection of financial interests of the Union which was also negotiated at horizontal level.
- Pending reservations: Firstly, the Hungarian delegation maintains its reservation on the grounds for discrimination as set out in Article 19 TFEU (sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation). However, the Hungarian delegation wishes to refer to the grounds as in Article 21 of the Charter of Fundamental Rights (sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation). Most other delegations cannot go along with this approach.
- The budget is excluded from the scope of the partial general approach. This is yet to be negotiated at horizontal level.

# Rights, Equality and Citizenship Programme 2014-2020

2011/0344(COD) - 29/06/2018 - Follow-up document

In accordance with Regulation (EU) No 1381/2013 establishing a rights, equality and citizenship programme for the period 2014 to 2020, the Commission presents a report on the interim evaluation of the implementation of the programme.

The reference period for the interim evaluation is the first half time of the programme's implementation, **from 2014 to mid-2017**. The evaluation covered the 2014, 2015 and 2016 annual work programmes. The 2017 work programme, on the other hand, has been analysed chiefly in terms of design and structure, but not in terms of execution. As a reminder, the programme has a general objective and nine specific objectives and is implemented by the Commission via direct centralised management.

**Participants and partnerships:** the evaluation of the partnerships formed has shown also an appropriate representation of beneficiaries by type of organisation (39% of the total beneficiaries are non-profit organisations, while only 5% are private for-profit entities), but an **uneven geographical composition** of the participating organisations. Italy and Spain are the countries with the largest number of applying organisations, followed by the Greece, the United Kingdom, Romania and Bulgaria. Organisations from the same six countries account for about **50%** of funded action grants. The Commission states that it will work on the achievement of a **greater geographic balance** among the beneficiaries.

**Budget:** the total programme's budget for the period 2014-2020 is EUR 439 473 000. In terms of amount planned, the biggest specific objective is the one on **preventing violence against children**, followed by the one on non-discrimination. Together these two objectives absorb more than 20% of the committed budget (26%). The **demand for programme funding** has continued to be high throughout the implementation of the programme.

**Projects selected:** the report notes that in the period covered by the 2014-2016 annual work programmes, **352 projects** have been funded. On average, and looking at the awarding rate of calls for proposal in 2014 and 2015, this ranges between 7% and 27% for almost all the specific objectives, which is quite low. Data for 2014 and 2015 have shown that the specific objectives that attracted the **highest number of applications** are the ones related to the promotion of non-discrimination and prevention of violence. In general, the report notes that according to stakeholders, projects financed by the programme seem to have **higher quality and to be more innovative** than those funded at the national level.

**Main achievements of the Programme:** the results of the evaluation show that the programme is performing generally well at mid-term with regard to its general and specific objectives in terms of effectiveness, efficiency, relevance, coherence/complementarity/synergies and EU added value. The report notes the **crucial role** played by the programme in the development of a European area of equality and rights was especially important in the beginning, where the effects of the economic crisis and the related political developments in Europe could still be felt in many Member States.

**The key results** achieved across the specific objectives are: (i) the **improved skills** and competences of professionals; (ii) the contribution to **systemic change** by project results, including better tools, procedures, services and policies; (iii) positive progress in delivering improvements in the **level of knowledge** of EU law and EU policies, rights and values; (iv) the programme is **highly effective** in meeting the needs of the relevant target groups.

The report notes the following **areas for improvement**:

**Gender mainstreaming and rights of the child:** both these issues have dedicated specific objectives. However, the report notes that there is scope for strengthening the protection of women facing multiple disadvantages and mainstreaming the protection of children. Equality bodies and bodies representing the interest of children should be more involved in the **setting of programme priorities**.

**The promotion of the rights of persons with disabilities:** all applications submitted under this specific objective have been awarded. The mainstreaming of rights of rights of disabled people across all programme phases needs to be increased, in particular through a direct link with the [EU Disability Strategy 2010-2020](#) and a **more involvement** of bodies representing the interests of disabled people in the setting of Programme priorities.

**Equity:** the programme does not seem to capture the needs of people suffering from multiple disadvantages, as the specific objectives do not support synergies and actions for groups falling under two or more of them. Improvements are needed in this regard. In addition, **co-financing** seems to be a barrier for small non-governmental organisations wishing to participate in the programme.

**Monitoring indicators:** the report notes the difficulty of attributing changes in the global indicators to the interventions of the programme itself, since the other factors may be involved. The monitoring indicators selected for measuring the achievements of the programme are overall adequate, but some improvements could be implemented.