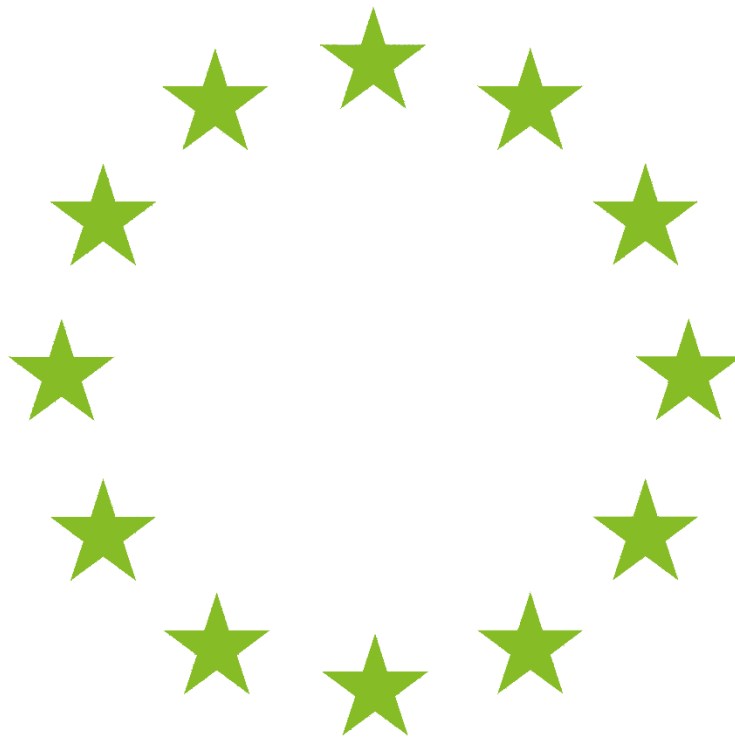European
Commission

Evaluation of the European Parliament and European Commission cooperation in communication in the Member States

COMM-B1/29/2016

Multiple Framework contract PO/2012-3/A3

Final Report

June 2017

A study prepared for the European Commission DG Communication

This study was carried out for the European Commission by

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1 Executive Summary

The summary Conclusions and Recommendations[1] below are the result of a six-month evaluation of cooperation in communication in the Member States between the European Parliament and European Commission. The evaluation involved interviews with senior managers at the Headquarters of the two Institutions, as well as with European Parliament Information Office (EPIO) and Representation staff and discussions with stakeholders in 14 Member States. The evaluation also drew on the results of a 12-week public consultation organised by the European Commission.

The field analysis included 13 of the 26 Member States with a House of Europe (i.e. where the EPIO and the Representation share premises), 13 of the 27 with an Info Point, 9 of the 18 with a European Public Space (i.e. shared facilities intended to act as a hub for debate about Europe, which receive a dedicated annual budget of EUR 69 000 and draw up joint Work Plans), and the 2 Member States with an operational Europa Experience (or "mini-Parlamentarium"). In eight of the 14 Member States visited there is also a Strategic Partnership signed by the Commission with the Member State authorities and in some cases also by the European Parliament.

1.1 Conclusions

There is an overall variability in the extent of cooperation reflects the **absence of a common understanding between the Institutions** of what is understood by and expected in terms of cooperation.

In considering cooperation between the Parliament and the Commission in the Member States, **the European Public Space should in theory deliver the closest cooperation, but in practice is not always a definitive indicator for close cooperation.** It provides a framework (for much, but not all cooperation), but is not a guarantee of close cooperation; conversely, not having an EPS is not a barrier to cooperation where there is good will.

Not only are there a range of models, but in the case of the EPS, the spread of expenditure between facilities, communication activities and staffing for which the dedicated EPS budgets are used is not homogeneous, which creates complexity when assessing cooperation. In addition, the way in which Strategic Partnerships, Info Points and the Europa Experience are folded into the cooperation in each country needs to be taken into account in understanding the – very different – cooperation realities.

In general, where the premises of the EPIO and the Representation are a hub for debate about Europe (as initially intended in 2007 when the EPS concept was developed), **it is the**

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[1] More detailed conclusions and recommendations are in the main report.

House of European (or similar name) which has become a recognisable 'brand' among civil society. This is another case where there is no clear correlation between the EPS status and public recognition of cooperation.

Cooperation is closest, irrespective of the legal or organisational form, in activities relating to the projection of EU values. Europe Day is the most obvious example. The dividing line as to which other events projecting EU values lend themselves to joint activity (and how to structure that) is largely left to local decisions, with variable results and the side-effect of allowing the personal preferences for cooperation (or otherwise) of the staff of the offices to play a disproportionate role.

The EPIOs and the Representations are aligned on the importance of communicating on the institutional communication goals linked to the political priorities of the European Union. The EPSs reflect this in their Work Plans, but it is also true of the offices in other Member States. In practice, however, much of the activity around these priorities is organised independently. This is a reflection of the Representations putting more emphasis on the legislative proposal stage and the EPIO becoming more engaged later in the legislative cycle.

When the role of the EPS was defined in 2007, **culture** was set as an important area for cooperation between the offices, and with Member States. This is still important to many EPSs and in some non-EPS locations.

Where cooperation is most effective (whether linked to an EPS or not), the **pooling of resources** is seen as **an opportunity for both offices** to maximise efforts to reach out beyond the usual target audiences. In other cases, it may be **a source of tension** about the relative effort being put into cooperation, both administratively and in content because of an imbalance in the size of the relative communication budgets and in the delegated spending powers of the Head of the EPIO (who is not an authorising officer) and the Head of the Representation.

Across the EU as a whole, it is **inequitable** that (a) only some Houses of Europe have an EPS designation (and additional funding as a result), (b) each EPS receives the same amount of funding irrespective of the size of the country or the facilities offered. Europa Experiences are an opportunity to enhance cooperation, but risk further complicating this landscape given their significant implications for both administrative and staff budgets.

1.2 Recommendations

Delivering optimum cooperation in future would involve:
- A re-defined **strategic interinstitutional approach;**
- an appropriate **budget allocated equitably;**
- a fostering of a **culture of cooperation**.

This would require in particular:

- **Simplification of the landscape of cooperation formats** under a single House of Europe banner in all Member States based on further conceptual clarification of the current landscape of different models: EPS, House of Europe, Europa Experience;
- **Dialogue-based interinstitutional guidance** on expectations;
- **The development of business cases,** i.e. joint definition of where added value can be achieved by cooperation across different forms of communication **–** public relations, press, website, social media – for specific recurring or major activities;
- **Budget** for EPS-type cooperation available to **all capitals** based on a system of funding modules relating to services offered and capacity of the facilities, with a compulsory outreach module based on cooperating in reaching new partners and audiences;
- Bringing budgetary allocations to **Info Points** under a single budget line;
- A strategic interinstitutional approach to **Europa Experiences** based on evaluation of the existing models;
- **National target group segmentation** and **joint stakeholder mapping;**
- **Evidence-based Work Plans** and enforcement of compliance with Work Plan formats;
- A **strategic, more streamlined** and better documented **approach to all forms of partnership;**
- Designation of a jointly funded **Cooperation Coordinator** in each Member State;
- Addressing the **misalignment in the level of authority** over financial issues for Heads of EPIOs and Heads of Representations;
- **Ongoing monitoring** based on a revision of the EPS reporting tools to identify opportunities for simplification and more qualitative reporting;
- **Resourcing the Headquarters of both institutions** so that they can implement these recommendations and institute an ongoing dialogue on cooperation with the offices;
- Using the **Future of Europe exercise (White Paper)** followed by the run-up to the 2019 European elections as a trampoline for a revitalised approach to cooperation based on a common understanding of where cooperation can add value.
- **Pragmatic cooperation and coordination** should be envisaged **on the ground** in view of the **upcoming European elections**.

2 Introduction

The European Commission's Directorate-General for Communication mandated a consortium led by Deloitte and including Coffey, following tender **COMM-B1/29/2016**, to conduct the *'Evaluation of the European Parliament and European Commission cooperation in communication in the Member States'.*

This Final Report presents the findings of our evaluation work as well as conclusions and recommendations discussed during the Draft Final Report Meeting on 7 June 2017.

In order to reply to the evaluation questions defined by the Terms of Reference, the evaluation team deployed a number of **methodological tools** during the evaluation. In particular, the team:

- performed extensive desk research collecting and analysing relevant documents;
- met and discussed with officials of the Directorates-General of the European Parliament (EP) and European Commission in Brussels;
- ran face-to-face interviews and focus groups in 14 EU Member States;
- analysed the results of the public consultation run between 1 February 2017 and 8 May 2017 by the Commission[2]; and
- prepared and moderated a Strategic Workshop with key management staff of the two institutions.

The evaluation faced certain **challenges** which by their nature could not always be mitigated. These related to the planning and reporting processes of the European Parliament Information Offices and the Representations, and are briefly explained below.

In theory, there is a distinction between a House of Europe which hosts a European Public Space (which have joint planning and reporting processes), and other Houses of Europe (which do not). In practice, we found that the dividing lines were not neat. There is a degree of cooperation in some non-EPS locations which goes beyond the joint administration that comes from having shared premises. However, there is no documentation of or reporting on this cooperation. Information had to be drawn from interviews. This report contains, moreover, recommendations on removing that distinction.

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[2] https://ec.europa.eu/info/consultations/european-parliament-and-european-commission-cooperation-communication-eu-countries_en

Formal reporting on Strategic and Ad hoc Partnerships is another issue where the interviews were used to acquire relevant understanding. This is also addressed in our recommendations.

In addition, the public consultation was thought to provide useful information for this evaluation. For that reason, it was decided not to carry out the web-based survey originally envisaged. We substituted additional interviews for the web-based survey. In practice, the response level to the public consultation was rather disappointing, despite the efforts of the the European Parliament and the Commission to disseminate it widely.

Nevertheless, we are satisfied that the results of our work are robust.

3 Context

3.1 Background

For the past 20 years, the European Parliament Information Offices (EPIOs) and the European Commission Representations have been visibly cooperating more closely on communication with citizens, starting with the concept of sharing premises in a "House of Europe".

Over time, other mechanisms have been developed for more formal cooperation between the Parliament (EP) and the Commission (EC) at the central Headquarters level and consequently, for joint communication initiatives between the EPIOs and the Representations at Member State level. Up to and including 2012, there were regular meetings of the Interinstitutional Group on Information involving the European Parliament, Commission and Council, which was established to identify common inter-institutional communication priorities that would be communicated at national level through a diverse landscape of communication activities[3]. Although there was no official decision to stop the IGI, it has not been convened for the past five years. A clear explanation for this is not evident, except for the fact that reduced resources were made available for inter-institutional activities, and the suggestion that the Commission's communication priorities were rationalised in 2014, and have been firmly focused since on the interinstitutional political priorities of the European Union as per the Commission's Work Programme and the Joint Declaration on legislative priorities.

With the IGI not being convened for some time, there is currently no formal governance structure at EU level for the cooperation on communication of the European Parliament and the European Commission cooperation, but an understanding remains in both institutions that working together definitely brings benefits. Moreover, in their annual planning, both the EPIOs and the Representations are required to spell out how they plan to cooperate with each other.

More recently, European Heads of State and Government called for enhanced interinstitutional collaboration in the Bratislava Declaration and Roadmap[4] and the Joint Declaration on the EU's legislative priorities for 2017[5]. The former underlines the importance of further improving the cooperation between EU institutions on communication actions addressing Member States and citizens. In addition, the

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[3] Meetings of the Interinstitutional Group on Information were usually convened at Vice-President level of all three institutions, with the presence of the Committee of the Regions (CoR) and the European Economic and Social Committee (EESC) as observers. So-called 27/27/27 meetings complemented the high-level political exchanges through annual joint meetings of the Heads of EPIOs and Representations as well as representatives of the Member States.

[4] http://www.consilium.europa.eu/en/press/press-releases/2016/09/16-bratislava-declaration-and-roadmap/

[5] http://www.europarl.europa.eu/resources/library/media/20161213RES55933/20161213RES55933.pdf

Commission's White Paper on the Future of Europe highlighted the fact that "The European Commission, together with the European Parliament and Member States, will host a series of "Future of Europe Debates" across Europe's national Parliaments, cities and regions."[6]

The range of approaches to the European Parliament and the European Commission working together currently deployed includes:

- House of Europe;
- European Public Spaces;
- Information Points;
- Europa Experience;
- Strategic and ad hoc partnerships;
- Cooperation through the Europe Direct Information Centres and with other European Commission Information networks[7].

The figure below provides an overview of the overlaps between these cooperation formats across the Member States.

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[6] https://ec.europa.eu/commission/sites/beta-political/files/white_paper_on_the_future_of_europe_en.pdf
[7] E.g. Creative Europe Desks, European Consumer Centres and national entities dealing with Erasmus and EURES.

Figure 1: Overview of overlaps between House of Europe, InfoPoints, EPS's and Europa Experience
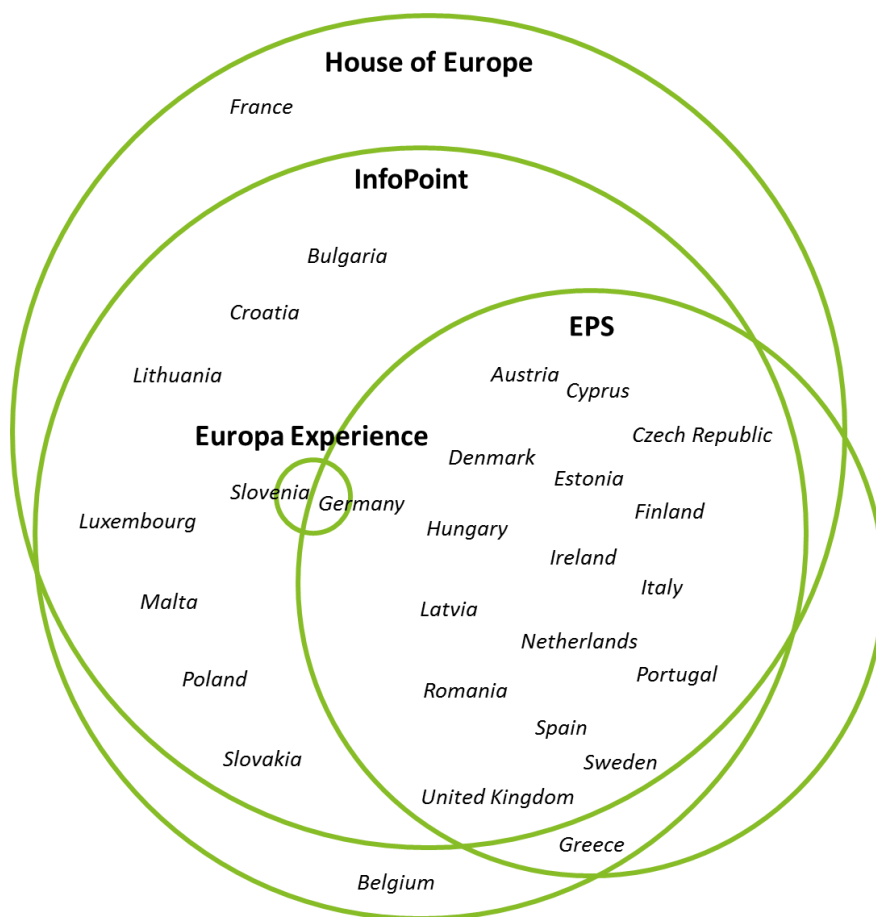
The **House of Europe** designation consisting of shared premises and joint administrations exists in 26 countries, i.e. in all Member States except Belgium and Greece. Administrative cooperation in the House of Europe model does not in theory address content. The Houses of Europe are generally branded as such (or similar), irrespective of whether they have a European Public Space or not. In countries having both a House of Europe and a European Public Space often there is no clear distinction between the two concepts by name. Moreover, there are Houses of Europe providing much the same service as an EPS, e.g. a meeting space available to civil society.

Currently 18 Member States have a **European Public Space**, with a binding requirement to draw up Joint Work Plans for the year to come and an assessment report jointly to the Chair of the European Parliament Committee on Constitutional Affairs (AFCO) to be taken into account in the budgetary procedure[8]. Apart from the joint Work Plans and reporting, there are no formal criteria to be met in order to be designated as an EPS. These ought to be run

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[8] The concept of the EPS comes from the European Commission Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - Communicating Europe in Partnership {COM(2007) 569 final} {SEC(2007) 1265} {SEC(2007) 1267}

jointly by the two offices, according to their financial and staffing capacities – in that respect, it is understood that the European Commission will take the lead in dealing with logistical arrangements for the benefit of both institutions, including operational costs and the organisation of contracted services[9]. Moreover, equal visibility of each institution must be guaranteed in all EPS activities[10]. Third organisations and each institution on its own account can also organise events in EPS's.

Within the context of a fixed budget allocation under Heading 5 of the Commission's budget, the additional budget per Representation, for the year 2016, for the fact of having an EPS is EUR 69,222 (EUR 1,246 million for the 18 EPS). However, as the overall budget allocation for the EPS has remained stable in recent years, increasing the number of EPS would have meant a reduction of the individual budget allocations per EPS, hence an expansion of the EPS concept has not been encouraged. In addition, additional resources across Member States derive from the differences in operational budgets and administrative resources[11].

Three EPS were opened in 2007-2008, with more being opened over time. There was not a specific decision to open this number of EPS's and no more. In fieldwork countries without an EPS, these were sometimes viewed enviously – though the motivation was clearly financial in some cases.

Some, but not all, are in premises which have been chosen with the EPS function in mind. Where the EPIO and the Representation are in the same premises, then those premises host the European Public Space. In Greece, where they are not, the EPIO hosts the European Public Space. The EPS is run by an EPS Manager (or Coordinator) who is paid from the Representation's budget but is expected to coordinate with both offices. Exceptionally, it is staffed by the EPIO[12]. Staffing many be outsourced to external contractors[13].

The 27[14] **Information Points** (InfoPoints) take a number of forms and vary in the extent to which they have distinct identities and finance. They are emanations of the Representation, though the EPIO is likely to have staff fulfilling the same function – since EPIOs are by definition Information Offices. The InfoPoints may be branded as such or just be subsumed into the House of Europe branding.

The InfoPoints are financed from different Commission budget lines[15]. They may be located within the House of Europe (or at EPIO's premises in the case of Greece), and on the same

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[9] According to the budget remarks of EU budget line 16 03 01 05 for European Public Spaces.

[10] "Code of Conduct for Communicating Together – EPIOs and European Commission Representations – Specific working methods for EPS's", European Parliament BUDG Committee, 13-14 October 2008.

[11] "Code of Conduct for Communicating Together – EPIOs and European Commission Representations – Specific working methods for EPS's", European Parliament BUDG Committee, 13-14 October 2008.

[12] EPS Annual Activity report.

[13] Idem.

[14] In one case, Paris, it is not possible formally to have an InfoPoint because the planning laws forbid the premises being open to the general public. A move is under active consideration. The new space would incorporate a Europa Experience.

[15] The InfoPoints in Berlin, Bonn, Brussels, Helsinki, Ljubljana, Riga, Sofia, Valletta, Warsaw, Wroclaw, Vienna, Vilnius and Zagreb are financed from their Representation communication budget lines; those of Athens, Berlin, Bucharest, Budapest, Copenhagen, Dublin, Helsinki, The Hague, Lisbon, London, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn and

floor as the EPS or on different floors. Access may be common or separate. They may be run by an external contractor.

Both offices make use of the InfoPoint in the dissemination of materials to the public.

The **Europa Experience** concept was developed on the basis of the model of the Parlamentarium visitors' experience in Brussels run by the European Parliament . The content presented to visitors relates both to the European Parliament and the European Commission, and staff answers questions about the two institutions. Europa Experience has been rolled out in Berlin and Ljubljana with the involvement of the European Commission and could be further expanded in other locations such as Copenhagen[16].

Strategic and ad hoc partnerships

Partnerships are another form of cooperation involving both the EPIO and the Representation. The 2004 Communication on a new information and communication strategy partnership envisaged three types of partnership:

- **Management Partnerships**, i.e. communication on the basis of communication plans agreed jointly by Member States, EPIOs and Representations and financed by the EU budget, but administered and executed by a specific host structure in the Member State – and therefore carrying an indirect cost in human resources and administration (indirect financial management). Management Partnerships were discontinued by the Commission due to the Multiannual Financial Framework cuts imposed by the European Council in 2014 for the programming period 2014 to 2020;

- **Strategic Partnerships** (complementary and coordinated Member State and Commission communication plans, with each responsible for execution of their own plans). The basic template for a Strategic Partnership supplied by the European Commission Headquarters for a Memorandum of Understanding is very general, but there are many variations. Currently 13 Member States have a Strategic Partnership that is designated as such. In most cases, these involve both the EPIO and the Commission together with the Member State government. However, the involvement of the EPIO is not mandatory and they do not contribute with any budget. In a minority of Member States, they are not involved. Some, but not all, involve additional organisations either systematically or on ad hoc basis. These may be local authorities/mayors, trade unions, civil society, or less frequently European Commission networks, primarily EDICs, but also Erasmus Agencies or Regional Fund Managing Authorities. As there is no formal reporting on partnerships as such, there is no comprehensive overview. The amount of money each partner puts in is voluntary and not pooled. Each partner agrees to pay for certain things and the ratios may vary by event. The Commission is often the biggest source of funds, but not always. The largest Representation budgets appear to be in Hungary (EUR

Vienna are based on the EPS budget and those in Bratislava, Brussels, Luxembourg, Madrid, Barcelona and Nicosia are also financed from the buildings and allied expenses budget lines.

[16] While these are technically out of scope, we feel that an understanding of this concept is critical to this study.

200,000) and Finland (EUR 150,000). Germany has EUR 240,000 for a partnership with the Länder, under which each of the Federal States agrees with the Representation on project(s) of the total value EUR 15,000. EDICs are very closely involved in this partnership.

- **'One-off' partnerships**: some (sometimes the same Member States have a Strategic Partnership, sometimes different Member States) have what they describe as ad-hoc partnerships, with or without a funding allocation from the Representation budget. No information is available on funding made available to these partnerships via the EPIOs. The categories of partners are very similar.

The EPIOs and Representations are free to decide which type of partnership is appropriate and how proactive to be in establishing one. They also define the management system(s) in place when it comes to collaborating with each other in organising and implementing communication actions.

In addition to the above, EPIOs and Representations also carry out activities on regular/recurrent occasions such as the European elections, European Years and around Europe Day as well as on corporate communication priorities (such as Erasmus30 and the 60th anniversary of the Treaty of Rome), as well as some joint social media activity, in the final phase of Share Europe Online and some EPS social media accounts.

Within the **Share Europe Online** initiative, launched jointly by the European Parliament and the European Commission as a two year pilot project in 2012-2013, both institutions experimented the use of public online social media platforms to communicate locally and conversationally with the general public. In practice, external community managers were dividing their time between the EPIOs and Representations' social media accounts and activities. The project was extended in the form of a preparatory action until 2016, and remaining funding has been used for national Share Europe Online projects.

The table below illustrates the **diversity** of forms of cooperation. The fieldwork Member States visited during this evaluation are highlighted in light green.

Table 1: Overview of diversity of forms of cooperation

Member State	House of Europe	InfoPoint[17]	EPS	Europa Experience	Partnerships
Austria	Yes	Yes	Yes (2009)	/	SP 2016
Belgium	/	Yes	/	/	SP 2016
Bulgaria	Yes	Yes	/	/	SP 2013, 2016
Croatia	Yes	Yes	/	/	/
Cyprus	Yes	Yes	Yes (2009)	/	SP 2013, 2016
Czech Republic	Yes	Yes	Yes (2009)	/	SP 2013, 2016
Denmark	Yes	Yes	Yes (2008)	/	/
Estonia	Yes	Yes	Yes (2007)	/	/
Finland	Yes	Yes	Yes (2009)	/	/
France	Yes	/	/	/	SP 2016
Germany	Yes	Yes[18]	Yes (2009)	Yes	/[19]
Greece	/	Yes	Yes (2013)	/	/
Hungary	Yes	Yes	Yes (2013)	/	SP 2016
Ireland	Yes	Yes	Yes (2008)	/	SP 2013, 2016
Italy	Yes	Yes	Yes (2007)	/	SP 2016
Latvia	Yes	Yes	Yes (2010)	/	2 SP 2016 (Parliament + Government)
Lithuania	Yes	Yes	/	/	/
Luxembourg	Yes	Yes	/	/	SP 2013, 2016
Malta	Yes	Yes	/	/	/
Netherlands	Yes	Yes	Yes (2011)	/	/
Poland	Yes	Yes	/	/	/
Portugal	Yes	Yes	Yes (2009)	/	/
Romania	Yes	Yes	Yes (2011)	/	/
Slovakia	Yes	Yes	/	/	/

[17] The nature of InfoPoints will be further explored during our fieldwork and interviews. They are financed from different budget lines: the InfoPoints in Berlin, Bonn, Brussels, Helsinki, Ljubljana, Riga, Sofia, Valletta, Warsaw, Wroclaw, Vienna, Vilnius and Zagreb are financed from their Representation communication budget lines; those of Athens, Berlin, Bucharest, Budapest, Copenhagen, Dublin, Helsinki, The Hague, Lisbon, London, Madrid, Nicosia, Prague, Riga; Rome, Stockholm, Tallinn and Vienna are based on EPS budget and those in Bratislava, Brussels, Luxembourg, Madrid, Barcelona and Nicosia are also financed from the buildings and allied expenses budget lines.

[18] The Berlin InfoPoint is completely integrated and part of the Europa Experience exhibition. Staffing costs are equally split between the EPIO and the Representation.

[19] There are also partnerships with the Federal States, which have existed for many years.

Member State	House of Europe	InfoPoint[17]	EPS	Europa Experience	Partnerships
Slovenia	Yes	Yes[20]	/	Yes	SP 2016
Spain	Yes	Yes	Yes (2007)	/	/
Sweden	Yes	Yes	Yes (2008)	/	SP 2016
United Kingdom	Yes	Yes	Yes (2013)	/	/
Total	26	27	17	2	14

3.2 Intervention Logic

The figure below presents the Intervention Logic (IL) of EPIO/Representation cooperation, coordination or joint presence in the Member States through a variety of channels. This is important for understanding the functioning of the cooperation and how the activities in place lead to the achievement of higher-level objectives. While the focus is on cooperation between the Parliament and the Commission in general in the Member States, as reflected in the title of the evaluation, we understand that there is a particular interest in the contribution of the Houses of Europe, the European Public Spaces, the Strategic and ad hoc partnerships, and the various networks. We recognise that the degree to which these have a direct link with the EPIOs and the Representations, as resources on which they can call for involvement in their activities, varies.

An evaluation looks at the past, and the period notionally covered by this evaluation is a long one, although in reality short memories, staff rotation and paper record-keeping in the earlier years will limit our ability to go back to 2007. It would also be a very theoretical exercise to do so given how the tools available for communication, the media landscape and the economic environment have changed over the intervening period.

The change of Commission in 2014 also meant a review of priorities. While *Europe 2020* is still a baseline in some contexts, the current emphasis on communication around the interinstitutional political priorities (and the respective annual Joint Declaration) and the restructuring of the way communication is organised across the Commission have had a major impact in recent years. On the other hand, there are events which validly recur regularly, such as Europe Days, Prizes, European Years, which are constants in this landscape though the activities around communication on them can change.

The Intervention Logic is thus inevitably a compromise between looking back to what we believe to have been the logic for the interventions at the beginning of the period while still reflecting change in the intervening period, but nevertheless remaining the 'as-is'. The 'to-be' is

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[20] The Ljubjana InfoPoint is completely integrated and part of the Europa Experience exhibition. Staffing costs are equally split between the EPIO and the Representation.

left for our recommendations at the end of the process. This Intervention Logic is also necessarily based on some assumptions that we shall test in the absence of a central governance structure for this cooperation or any overarching document on this cooperation.[21] The Intervention Logic is also intended to reflect properly what we took to be the importance in this evaluation of identifying where and how efficiency gains are being made or could be made, both in pure cost terms and in communication terms. The relationships depicted in the Intervention Logic provided us with a framework for the evaluation. In particular, it informed us in the development of the Analytical Framework and further guided us in the study.

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[21] Communicating Europe in Partnership (http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=URISERV%3Al10117) is useful background but of limited usefulness ten years' on in devising an Intervention Logic that will be useful for this evaluation.

Figure 2: Intervention Logic

Impacts

| Citizens are more knowledgeable about the EU | Public perceptions of EU initiatives more positive |

Expected outtakes/outcomes

| Effective communication with target groups | Improved outreach from a coherent strategy & brand | Cost-efficient cooperation |

Assumptions to be tested

Outputs

| Events in EPIO/Rep locations, outreach events and supporting tools, e.g. social media / infographics, video clips | Provision of information, incl. on EU priorities, EU elections, funding opportunities, what the EU does, culture & diversity, recurrent events ("Years", prizes, Europe Day) | Cooperation on communication content: persuasive messages & engagement with target groups where there is identified added value |

Channels

| Europa Houses | European Public Spaces | InfoPoints | Strategic/ ad hoc partnerships | Cooperation with multipliers (incl. stakeholders & MEPs) | EDICs (EPIO & Rep co-operate via MoU),Team Europe | European information networks |

Inputs

| Planning: Country strategies, joint or coordinated communication planning, event schedules, etc. | Implementation: Coordination meetings/communication and staff time, etc. | Finance: Dedicated budget lines, infrastructure, tools, human resources |

Working together provides benefits

EPIO/Rep cooperation adds value that cannot be achieved any other way

There are efficiency gains that can be made without detriment to the achievement of the overarching goal

Operational objective(s)

| Obtain the benefits of working together when communicating on EU priorities and initiatives, recurrent events, culture & diversity | Coordinated or joint annual communication planning and reporting where it adds value |

Specific objective(s)

| Systematic & continuous cooperation & leverage of EPIO/Rep synergies | Coherent approach to cooperation with formal and ad hoc/short-term partners | Cost efficiency and SMART management |

Overarching goal

IMPROVED QUALITY AND IMPACT OF EPIO/REP COOPERATION IN COMMUNICATION IN THE MEMBER STATES

Needs

Use EPIO and Rep effectively and efficiently in working together in communication

4 Evaluation questions

The Analytical Framework presented in the table below structured the remainder of the evaluation. We refined it based on input from strategic interviews with EU officials, and findings from initial desk research.

It reflects the evaluation questions and sub-questions (as per the Terms of Reference) but also additional ones based on our preliminary analysis of European Parliament/European Commission cooperation. It lists the related judgment criteria and indicators that enabled us to answer each of the questions and sub-questions. It included the different data sources we used to gather the relevant data to answer each evaluation question:

- Desk research (DR): during our desk research we used different sources of information, which are detailed in Annex A.
- Strategic interviews (SI): the interviews organised with EU officials in Phase 1.
- Public consultation (PC): the study team analysed the responses to the public consultation run by the EC.
- Fieldwork interviews (FI): we prepared and carried out fieldwork interviews in 14 EU Member States, with EPIO and Representation staff, as well as their local stakeholders.
- Focus groups (FG): our fieldwork activities will also include focus groups.
- Strategic Workshop (SW): this session took place in Phase 3 (12 May 2017) and allowed for validation of preliminary findings of the study.

Effectiveness

Evaluation questions	Judgment (success) criteria	Indicators	Analytical tools					
			DR	SI	PC	FI	FG	SW
1. How effective is EPIO and Representation collaboration as a means of **meeting communication goals**?	▪ How do European Parliament/European Commission cooperation forms (EPS/Non EPS, etc.) collaborate on communication at MS level (is there one or several types of approach)? Strengths and weaknesses. ▪ Are there any areas where EPIOs and Representations do not currently work together on information and communication? Why is this? ▪ Are there any areas where EPIOs and Representations could work together more closely or better?	▪ Comparison of different types/levels of European Parliament/European Commission cooperation for meeting common communication goals. ▪ Qualitative and quantitative data on activities implemented to meet common communication goals. ▪ Documentary evidence / stakeholders' views on potential cooperation areas/types of tools and channels that are currently not jointly exploited.	x	x	x	x	x	x
2. To what extent has European Parliament/European Commission cooperation [22] at Member State level **improved the quality and impact of communication** on the EU?	▪ In what ways, if any, were/are EPIOs and Representations able to together engage target groups more effectively through better quality events, and communication materials and social media? ▪ Were/are they able to leverage synergies with formal and ad hoc partners by collaborating on communication? ▪ Did/do they achieve greater outreach effects (based on a coherent strategy and brand)? ▪ Did/do they achieve greater combined reach? ▪ Are there benefits for target groups with the combined approach?	▪ Qualitative and quantitative evidence on the level of improvement of communication at Member State level (as result of European Parliament/European Commission cooperation, rather than any other factors). ▪ Qualitative evidence on synergies established (and retained). ▪ Documentary evidence (including available monitoring data / statistics) on outreach effects of the combined activities. ▪ Qualitative evidence on benefits of the cooperation for the reached audiences.	x			x	x	
3. To what extent is current European Parliament/European	▪ Were/are EPIOs and Representations able to communicate on (political) interinstitutional priorities, as intended?	▪ Correspondence of types of European Parliament/European Commission cooperation set out in EPS planning to the institutional	x	x		x	x	x

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[22] I.e. House of Europe, European Public Spaces, InfoPoints, Strategic and ad hoc partnerships, other joint activities.

Evaluation questions	Judgment (success) criteria	Indicators	Analytical tools					
			DR	SI	PC	FI	FG	SW
Commission cooperation in the Member States effective at **meeting the communication objectives of the institutions**?	▪ Did/do they provide information on EU recurrent themes, as intended? ▪ Are they supporting ad hoc communication campaign initiatives? ▪ To what extent do they engage with target groups and representing EU in the MS? ▪ Are they feeding back critical/relevant issues from target groups?	communication objectives. ▪ Quantitative data on the number and types of joint activities (and their themes) communicating on the (political) interinstitutional objectives/priorities. ▪ Qualitative and quantitative data about engaging target groups. ▪ Indications of instances where critics/feedback from stakeholders was transmitted to Headquarters. ▪ Stakeholders' views on whether their voices are heard at Headquarters.						

Efficiency

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
1. To what extent is European Parliament/European Commission cooperation **cost-effective**, in the sense that cost efficiencies result from European Parliament/European Commission cooperation?	▪ Have the management systems in place contributed to the efficiency of European Parliament/European Commission collaboration? o Organisational arrangements and planning processes at European Parliament and European Commission Headquarters facilitate cost effectiveness and efficiency gains. o Roles and responsibilities of each stakeholder involved well-defined and adequate to deliver European Parliament/European Commission cooperation. o The communication and financial planning cycles of the EPIOs and Representations	▪ Extent to which EPS planning and Strategic Partnership MoUs are based on SMART objectives. ▪ Monitoring comparative data (incl. SMART obj., KPIs) on main cost drivers of European Parliament/European Commission cooperation. ▪ Monitoring comparative data (incl. SMART obj., KPIs) on cost drivers of EPIOs' and Representations' own activities. ▪ Qualitative data on whether management systems in place have contributed to the efficiency of European Parliament/European Commission cooperation, including: o Approach to funding. o Promotion activities (internal and external).	x	x		x		X

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
	support achievement of the objectives (incl. under the EPS planning cycle[23]). o Monitoring and evaluation processes in place are appropriate for European Parliament/European Commission cooperation and adequate to provide useful feedback to European Parliament and European Commission COMM Headquarters.	o Monitoring and evaluation processes. o Roles and responsibilities of stakeholders. o Central support provided by European Parliament and European Commission COMM heaquarters. ▪ Stakeholder's views on the clarity about allocation of responsibilities.						
2. Are there **additional efficiency gains** to be made in the communication prioritisation and planning processes at European Parliament and European Commission Headquarters, in EPIOs and Representations, that will either improve or not be detrimental to the quality and impact of communication?	▪ Is the central support provided by European Parliament and European Commission COMM Headquarters adequate to deliver European Parliament/European Commission cooperation? What could be improved? ▪ Is the role of Heads of EPIOs and Representations (in setting SMART objectives, defining Work Plans, reporting results and providing feedback to European Parliament and European Commission COMM Headquarters) well defined? If not, what could be improved? ▪ Is there a systematic/formal prioritisation process in place to cover all or parts of EPIOs/ Representations communication planning? What is this process and to what extent could it be improved? ▪ How useful are country strategies and joint planning documents to support collaboration? Is there anything that could be improved to enhance communication outcomes?	▪ Qualitative evidence and perceptions on the decision-making process at European Parliament and European Commission Headquarters for defining EPS communication priorities, any strengths and weaknesses. ▪ Analysis of the mission letters of EPIOs and Representations. ▪ Qualitative evidence on the existence of a systematic/formal prioritisation process. ▪ Stakeholders' views on ways in which European Parliament/European Commission formal communication prioritisation process could be made more efficient. ▪ Indications of availability of alternative efficiency solutions. ▪ Level of specificity and guidance provided by country strategies and joint plannings.	x	x		x	x	X
3. To what extent is European	▪ Have House of Europe and European Public Spaces proved to be the most cost-effective form of	▪ Monitoring comparative data (incl. SMART obj., KPIs) on cost drivers of other similar forms of	x	x		x		

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[23] Annual priorities, annual plans, annual reports.

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
Parliament/European Commission cooperation, in particular in relation to House of Europe and European Public Spaces, **more or less cost-effective than other forms of cooperation**?	European Parliament/European Commission cooperation? ▪ Have the management systems of Houses of Europe and European Public Spaces in place proved to be more cost-effective than others?	cooperation. ▪ Stakeholders' views on more cost-efficient forms of cooperation. ▪ Indications of availability of alternative models.						

Relevance

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
1. To what extent are the activities covered by European Parliament/European Commission cooperation appropriate for **achieving institutional communication goals**?	▪ Did/do the different forms of the European Parliament/European Commission cooperation meet the communication goals and priorities of the EU institutions? ▪ Are there other alternative forms of cooperation or improvements to the current forms of cooperation that could be considered to better achieve these goals?	▪ Correspondence of the forms of European Parliament/European Commission cooperation to the institutional goals in relation to communicating to citizens (e.g. Bratislava Declaration). ▪ Indications of availability of alternative forms of cooperation for achieving the goals.	x	x		x	x	x
2. To what extent are the activities falling under European Parliament/European Commission cooperation based on **analysis of the needs of target groups** (stakeholders and citizens) and	▪ Do the objectives/priority topics/selected recurrent events of European Parliament/European Commission intervention (general, specific and operational objectives as per IL) correspond to identified (diverse) needs of citizens, multipliers, stakeholders? ▪ Do the different forms of European Parliament/European Commission cooperation meet (and adequately adapt to evolving) information needs and concerns of citizens, and	▪ Correspondence (based on EU documentation, but also Eurobarometer, public consultation feedback, etc.) of the forms of European Parliament/European Commission cooperation to the audience's needs. ▪ Monitoring comparative data regarding the number of citizens served by the various forms of European Parliament/European Commission cooperation and their evolution over time.	x	x	x	x	x	x

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
appropriate to the needs identified?	in particular, have: ○ raised awareness about the EU; and ○ positively influenced the public perceptions of EU initiatives. ▪ Are there any other alternative forms of cooperation or improvements to the current forms of cooperation that could be considered to better meet the identified needs?	▪ Monitoring comparative data on the views of citizens served by the various forms of European Parliament/European Commission cooperation regarding the extent to / ways in which European Parliament/European Commission cooperation activities have responded to their information needs. ▪ Stakeholders' views on ways in which the different forms of European Parliament/European Commission cooperation have been appropriate for ensuring a coherent and integrated presence in the Member States. ▪ Indications of availability of alternative forms of cooperation in better meet the audience's needs. ▪ Indications of possible improvements to the current forms of cooperation that could be considered to better meet the audience's needs.						
3. To what extent are the choices of **communication tools and channels** of the different forms of European Parliament/European Commission cooperation appropriate to the target audiences and their needs?	▪ Are the chosen communication tools and channels appropriate to reach the target groups and meet the identified needs (incl. social media, or presence at large fairs/events organised by third parties? ▪ Is the current combination of tools and channels the appropriate one to reach the audience and meet the identified needs?	▪ Documentary evidence on joint and common projects, the types of activities, and the use of communication tools and channels. ▪ Level of segmentation of the target groups in different Member States in the EPS planning and Strategic Partnership MoUs. ▪ Documentary evidence on audiences' needs and media consumption habits. ▪ Stakeholders' views on the correspondence between the audiences' needs and media consumption habits and the European Parliament/European Commission intervention and the used tools and channels.	x		x	x	x	x

Coherence

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
1. To what extent are the various forms of European Parliament/European Commission cooperation **well aligned and do they form a coherent whole** in terms of achieving the objectives?	▪ To what extent are the different European Parliament/European Commission cooperation activities aligned and coherent (in terms of objectives, target audience, communication tools incl. social media, etc.)? ▪ Are there any internal mechanisms and procedures in place: o to ensure coordination of the different activities? o to identify and prevent potential overlaps between the different activities? ▪ Are there any (internal and external) factors that have enhanced/avoided the effective alignment between the various forms of European Parliament/European Commission cooperation? ▪ Is there scope for greater synergies between EPIOs and Representations (internal coherence)? ▪ Extent to which a common branding could be strengthened to ensure coherent and aligned activities?	▪ Qualitative evidence that European Parliament/European Commission joint activities work well together by also identifying any areas of tensions (e.g. goals which potentially overlap). ▪ Documentary evidence (incl. monitoring reports, activity reports) on internal mechanisms and procedures ensuring coherence and alignment. ▪ Number and frequency of coordination meetings between EPIOs and Representations. ▪ Qualitative indications or statistical evidence of activities having been organised around the same topic during the same time, separately by the two institutions. ▪ Qualitative evidence regarding synergies between activities and frequency of follow-up to previous activities. ▪ Stakeholders' views on the impact of the different brand names (EPS, House of Europe, local names) in communicating EU in the Member States.	x			x		x
2. To what extent are the various forms of European Parliament/European Commission cooperation **coherent with:** a. other EU-driven actions with similar objectives? b. other activities	▪ To what extent are European Parliament/European Commission cooperation activities coherent with other EU-driven actions, incl. by EU information networks (EDICs, EEN etc.) and similar activities carried out by the Member States? ▪ Are there mechanisms and procedures in place: o to ensure coordination with other EU-driven actions/national activities? o to identify and prevent potential overlaps other EU-driven actions/national activities?	▪ Qualitative and quantitative data that EPIOs and Representations cooperate with: o the European Information networks (EDICs, EEN, Your Europe, etc.); o national/regional similar activities, if any. ▪ Documentary evidence (incl. monitoring reports, activity reports, national documentation) on internal mechanisms and procedures that ensure coherence and alignment across all these activities implemented with EU-driven actions/national activities. ▪ Stakeholders' views on any factors that might promote or block effective cooperation with other	x	x		x	x	x

Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
on similar topics carried out by the Member States?	▪ Are there (internal and external) factors that have enhanced/avoided effective cooperation with other EU-driven actions and/or national activities?	EU-driven actions and/or national activities.						

Added-value

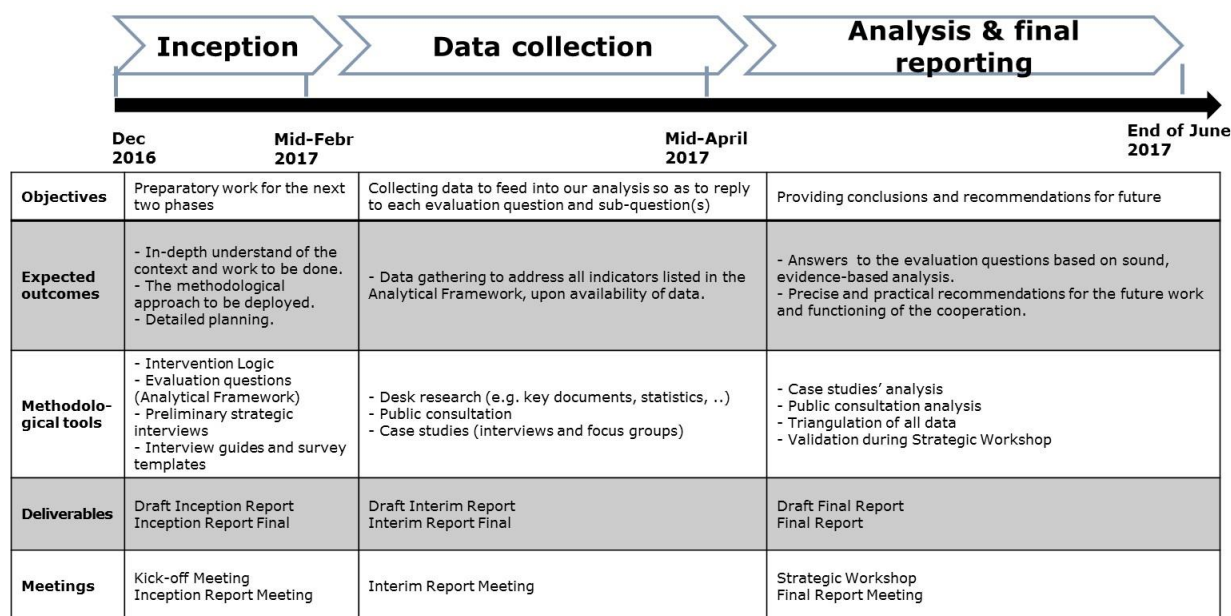| Evaluation questions	Judgment (success) criteria	Indicator	Analytical tools					
			DR	SI	PC	FI	FG	SW
1. What is the **added value of European Parliament/European Commission** cooperation on communication and **of the different forms of cooperation** relative to: a) the absence of cooperation? b) alternative/new forms of cooperation?	▪ What are the perceived or measurable changes in citizens/stakeholders' knowledge and perceptions as a result of European Parliament/European Commission cooperation? ▪ What are the areas in which the European Parliament/European Commission cooperation has added the most value? ▪ Would the same results be possible without European Parliament/European Commission joint presence? ▪ To what extent has European Parliament/European Commission cooperation improved the ability to adapt channels, tools and target groups? ▪ Would the established synergies with third parties be possible without European Parliament/European Commission joint presence? ▪ What are the areas in which European Parliament/European Commission cooperation's value is additional to what could have been achieved by other types of activities (e.g. carried out by Member States, or by directly citizen-facing such as EDICs, EEN, Your Europe)? ▪ What are the areas where there is scope to improve European Parliament/European Commission cooperation? ▪ Are there any alternative/new forms of cooperation that would generate greater results?	▪ Qualitative and quantitative data on the level of changes and impacts in people's knowledge and perceptions (as result of European Parliament/European Commission cooperation, rather than any other factors). ▪ Qualitative (and, when possible quantitative) comparison (in number and quality of activities implemented) between the current European Parliament/European Commission intervention and the situation without cooperation (before the establishment of EPS's). ▪ Qualitative and quantitative data on areas in which European Parliament/European Commission cooperation has added the most value (incl. identification of any best practices). ▪ Indications of availability of alternative/new forms of European Parliament/European Commission cooperation on EU/national/regional levels.	x	x		x	x	x

5 Methods

The evaluation was carried out in three phases:

- the Inception phase;
- the Data collection phase; and
- the Analysis and final reporting phase.

The Figure below allows for a visual presentation of the seven-month long evaluation work including all three phases and related methodological tools, objectives and expected outcomes, deliverables to submit and scheduled client meetings.

*Figure 4: The three Phases of the evaluation*

	Inception	Data collection	Analysis & final reporting
	Dec 2016 — Mid-Febr 2017	Mid-April 2017	End of June 2017
Objectives	Preparatory work for the next two phases	Collecting data to feed into our analysis so as to reply to each evaluation question and sub-question(s)	Providing conclusions and recommendations for future
Expected outcomes	- In-depth understand of the context and work to be done. - The methodological approach to be deployed. - Detailed planning.	- Data gathering to address all indicators listed in the Analytical Framework, upon availability of data.	- Answers to the evaluation questions based on sound, evidence-based analysis. - Precise and practical recommendations for the future work and functioning of the cooperation.
Methodo-gical tools	- Intervention Logic - Evaluation questions (Analytical Framework) - Preliminary strategic interviews - Interview guides and survey templates	- Desk research (e.g. key documents, statistics, ..) - Public consultation - Case studies (interviews and focus groups)	- Case studies' analysis - Public consultation analysis - Triangulation of all data - Validation during Strategic Workshop
Deliverables	Draft Inception Report Inception Report Final	Draft Interim Report Interim Report Final	Draft Final Report Final Report
Meetings	Kick-off Meeting Inception Report Meeting	Interim Report Meeting	Strategic Workshop Final Report Meeting

Phase 1, the Inception phase included the fine-tuning of the overall methodology, a refinement of the planning for the subsequent phases, the initial desk research exercise and familiarisation interviews with EU officials in Brussels, two client meetings and the delivery of the Inception Report. In detail, the **Kick-Off Meeting** was held on 8 December 2016 during which the evaluation team discussed with the Steering Committee the objectives and the scope of the assignment and presented the suggested Work Plan and methodological approach. Minutes of the meetings were drafted by the team and validated by the Steering Committee. Following the meeting, the Steering Committee transferred to the evaluation team relevant documentation for the evaluation process, as well as a list of potential interviewees at EU level. Based on the information received, the team did **an analysis of a first set of the documents received** and collected additional ones, when necessary. In parallel, the team met and **discussed with European Parliament and European Commission DG COMM officials** in order to acquire detailed knowledge concerning the

contextual environment of the study and insights into the priorities and potential challenges. A **target group identification exercise** also took place, consisting of a stakeholder analysis and mapping exercise to identify groups whose views would be important to the evaluation. This analysis was therefore reflected in the combination of methodological tools we proposed in the Draft Inception Report, and it was later enriched in view of the fieldwork preparations. The **Inception Report meeting** took place on 9 February 2017. Minutes of the meetings were drafted by the team and validated by the SC. The **Final Inception Report** was submitted to the SC on 8 March 2017, including a series of interview guides and a focus group guide for the second phase of the evaluation.

In **Phase 2**, the Data collection phase, a series of activities took place: extensive desk research, fieldwork activities (i.e. interviews and focus group exercise), and the collection of preliminary data from the public consultation. The Figure below summarises the different methodological tools that were implemented by the evaluation team during the data collection phase.

Figure 5: The implemented evaluation methodology
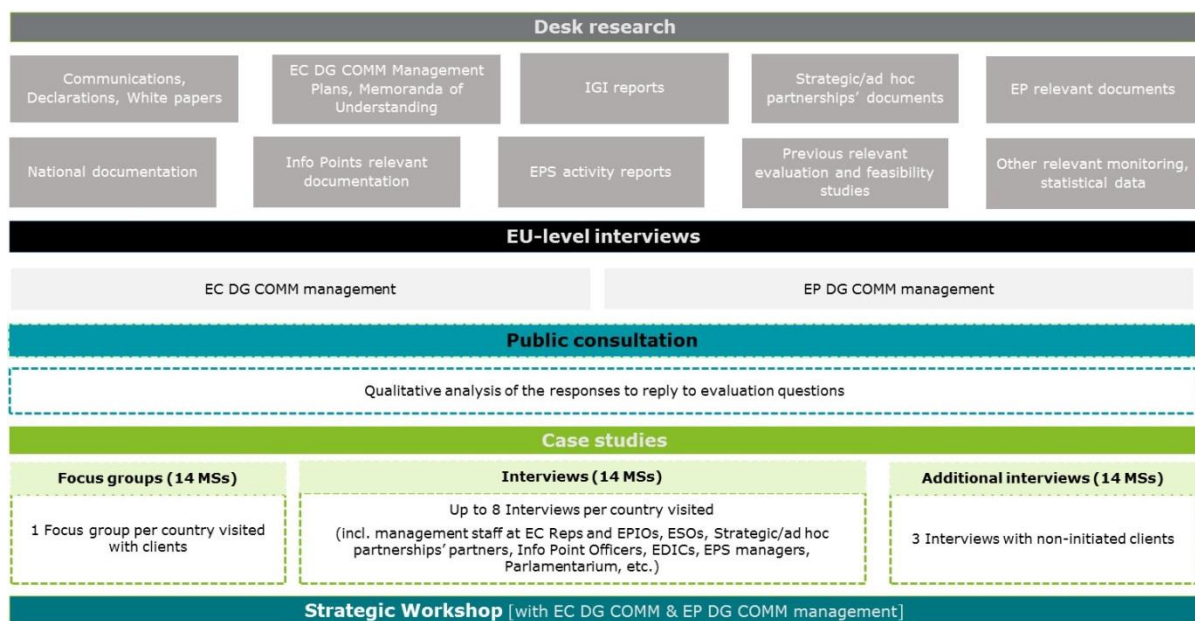
As data logs regarding joint activities date back only to 2010-2011, and institutional memory is also limited by staff rotation, this evaluation had to rely for the most part on qualitative data gathered in particular through interviews.

In particular, the study team conducted **fieldwork** in 14 EU Member States (Austria, Bulgaria, France, Germany, Greece, Hungary, Italy, Latvia, Netherlands, Poland, Slovakia, Slovenia, Spain and Sweden). Members of the evaluation team conducting fieldwork did up to 13 interviews per country[24] with officials from the EPIO, the Representation, Strategic/ad hoc partnerships' partner(s) Government representatives, Europa Experience manager, EPS

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[24] The detailed lists of the interviews conducted and the focus groups participants are included in Annex C.

contractor/manager, InfoPoint responsible/contractor, as well as non-audience partners considered important for the country in question by the European Commission Representation and the EPIO. Furthermore, a focus group was conducted in each of the 14 Member States of the fieldwork, gathering a total of 89 stakeholders that have been involved in EPIO Representation cooperation and/or participated in joint activities.

Half-way of the fieldwork activities, the **Interim Report meeting** was held on 24 April 2017. Minutes of the meetings were drafted by the team and validated by the SC. The **Interim Report** was submitted on 28 April 2017, including a progress status of all the activities undertaken during that phase.

Phase 3, the Analysis and final reporting phase ends with the delivery of this Draft Final Report and its final version, upon receipt of the SC comments during.

The study team analysed the **replies of public consultation** organised by the Commission targeting citizens. A total of 105 replies were collected between February and May 2017. In addition, a **Strategic Workshop** was prepared and moderated by the evaluation team on 12 April 2017, inviting the **management staff of the two institutions** to discuss and validate preliminary conclusions and recommendations. The evaluation team, having conducted all data collection activities, triangulated then the data from all the different sources and tools. The **Final Report Meeting** will taok place on 7 June 2017. The final version of the Final Report will include, as requested by the Terms of Reference, an Executive Summary and will be accompanied by a Power Point presentation. The **Final Report**, using the Commission's templates and visual guidelines, was submitted on 26 June 2017.

6 Answer to the evaluation questions

The sources of evidence that we used to answer the evaluation questions include desk research materials (policy documents, monitoring reports), strategic interviews and insights from the strategic workshop with European Parliament/European Commission DG COMM management, the results of the public consultation[25], and interviews and focus group findings conducted in the framework of the fieldwork.

6.1 Relevance

Under Relevance, we first look at the appropriateness of cooperation activities for achieving institutional communication goals, followed by the analysis of target groups' needs and appropriateness of the targeting, and finally the appropriateness of communication tools and channels to the target audiences and their needs.

Appropriateness of cooperation activities for achieving institutional communication goals

In order to answer this question under Relevance, we explore the extent to which the different forms of cooperation between the EPIO and the Representation in the Member States are appropriate for meeting the overarching communication goals and priorities of the EU institutions. In the Effectiveness section, we look at whether the activities on which there is cooperation are effective.

By activities, we understand the type of communication activity which could involve joint planning and implementation. We do not understand this to mean the different models of cooperation since it is not possible to make clear-cut distinctions by model.

We also look at alternative forms of cooperation or improvements to the current forms that could be considered that might better achieve these goals.

The issue of whether cooperation is *per se* better than operating independently is covered under the section on Added Value.

Our understanding of the institutional goals which frame the cooperation between the European Parliament and the European Commission is that the Declaration on Communicating Europe in Partnership of 2008, a trilateral declaration also including the Council, remains valid.[26] This was adopted based on the Commission Communication on

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[25] Analysis of the public consultation is in Annex B. It appears that it mainly reached existing audiences of the EPS's and therefore knowledge and first-hand experience of the EPS was significant. The results have been treated with caution because of the low overall number of respondents and the fact that 43% of responses came from three countries – Germany, Latvia and Sweden. These three countries stood out in our research as among those where the EPS is perceived as a hub for EU events.

[26] Communicating Europe in Partnership, political declaration by the European Parliament, Council and the European Commission, http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%2013712%202008%20INIT.

Communicating Europe in Partnership[27] issued fifty years after the signing of the Treaty of Rome. Some of the mechanisms created, notably the Inter-Institutional Group on Information and Management Partnerships, have been dropped in the meantime, but we the statement that "Today, more than ever, the debate on Europe must be taken beyond the institutions to its citizens" cannot be disputed.

The key common concerns which EU communication needs to address according to interviewees include **rising Euroscepticism, manifestations of extremism, growing migratory pressures** and – at the time of the fieldwork **– whether Brexit could trigger a domino effect.** This has reinforced the sense of the need to promote EU values and citizenship, and to communicate more systematically with the general public (especially with younger generations and with those groups who have a more critical perception of the EU).

Indeed, the importance of reaching out to citizens was reaffirmed by the **Bratislava Declaration** issued in September 2016[28]. This highlighted the commitment to offer EU citizens – using clear and honest language – a vision of an attractive EU they can trust and support. The **Rome Declaration** released in March 2017[29] reinforced this commitment to listen and respond to the concerns expressed by EU citizens by working together at different levels – European, national, regional, or local – in a spirit of trust and cooperation, including among Member States and between them and the EU institutions. The new narrative finalised by the Commission in January 2017 reflects similar thinking: the EU delivers, the EU empowers, the EU protects. These are messages with which any of the institutions can identify.

It has been historically challenging for EPIOs and Representations to reach out to citizens with their limited resources. In this context the concept of pooling those resources across the European Parliament and the European Commission, and indeed across these two and others as well, appears logical where it can be seen to make sense.

Staff consulted in both EPIOs and Representations are indeed conscious of the **importance of strengthening efforts to reach out to citizens,** either directly or via the multipliers or channels which will be most appropriate. The EPS Work Plans for 2017 provide further evidence of this. Interviewees also recognised that the process of developing country strategies for the Representations and their equivalent in the EPIOs has helped improve the focus on where there is the greatest need and the most appropriate means of reaching out.

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[27] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - Communicating Europe in Partnership, COM(2007) 569 final, http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52007DC0568.

[28] Bratislava Declaration and Roadmap, September 2016, http://www.consilium.europa.eu/en/meetings/european-council/2016/09/16-informal-meeting/

[29] Declaration of the leaders of 27 member states and of the European Council, the European Parliament and the European Commission, March 2017, Rome, http://www.consilium.europa.eu/en/press/press-releases/2017/03/25-rome-declaration/

From the EPS Work Plans, but this holds true as well for many Houses of Europe visited, it is possible to see how in the joint activities, there is a strong emphasis on debate around the interinstitutional political priorities, the Future of Europe and on culture. This is clearly in line with the institutional communication goals. The specific issues of topical concern in local contexts identified during our fieldwork are also well reflected in House of Europe and EPS activities. In terms of target groups, youth, the general public beyond the circles of the already initiated, stakeholders (civil society and policymakers) and the media are all regarded as key targets.

Nevertheless, in many of the countries visited and this is reflected in these Work Plans, it is accepted the existing cooperation activities, which are mainly in the communication area, and are mainly in the area of events, continue to fall within a comfort zone of tried formulae. These are designed for established audiences that do not place too many demands on resources (human and/or financial)[30].

There is a strong emphasis on reaching potential audiences through social media, whereas a significant number of interviewees were sceptical as to whether this is a channel for reaching out beyond the usual suspects[31]. They feel that the mainstream media is still important as a vehicle for publicising the life of the House of Europe.

One of the difficulties which the EPIOs and Representations have is in agreeing on where they can best extend their forms of cooperation and where it has natural limits. The answers to the other evaluation questions illustrate that while in a number of countries there is undoubtedly scope to do more and better on horizontal cross-cutting themes and special celebration dates, most interviewees see natural limits to doing more because of the **different nature and priorities of both institutions**.

The European Parliament by definition is a forum for political debate and decision-making at the EU level and its work is more subject to the influences of electoral and legislative timings and processes. The Commission is the source of proposals, and is not inflexible about listening to the need to adapt them, but nevertheless at any one time after a proposal has been made has a single position on a given issue. MEPs may hold a variety of views on the same issue, but the EPIO itself must remain neutral both vis-à-vis the MEPs and the Commission's standpoint. This is a difference, for example, which makes it difficult for the EPIO and the Representation to cooperate on myth-busting and combating fake news.

However, in different countries the point beyond which there are limits to cooperation and where it is relevant to cooperate is set differently. As this has never been debated in detail at a strategic level between Headquarters or, in most cases, at national level, the decisions taken have to be assumed to be relevant. Indeed, the evidence from Work Plans and interviewees is that they are. Any issues about the appropriateness of the activities relates

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[30] While human resources also cost money, interviewees make a clear distinction because of the distinction between administrative and operational budgets. In some cases, they see more posts as potentially more valuable than more money to spend on activities, because to spend on activities, they will have to outsource and that consumes human resources in writing terms of reference and administering contracts that they think could be better spent elsewhere.

[31] Sponsored posts can build audiences, but few EPS's appear to consider an investment in this worthwhile.

to whether they could be taken further and where national specificities prevent this. It seems surprising that in some Member States, International Women's Day, the Lux Prize and the Sakharov prize should be regarded as areas for cooperation (even if events may be EP-led), while in others, these are seen as "EP-only" subjects.

Both the EPIOs and the Representations are committed to communicating on the joint interinstitutional priorities. This is clear from EPS Work Programmes. This does not necessarily translate into joint activities because the Representations tend to put more emphasis on the proposal stage of the legislative cycle, while the EPIO provides a platform for MEPs during the legislative phase. The Commission is often asked to participate in events at that point, either with officials from Headquarters or the Representations, and clearly do so when their resources allow. Our analysis did identify scope, however, for a greater continuum in this cooperation throughout the legislative cycle.

Interviewees emphasised that there are no easy answers, but provided a number of examples of where they thought there is scope to do more *jointly* in their national context, resources permitting, including:

- working jointly on strengthening the concept of EU citizenship and the feeling of belonging to the EU, where the slogan "It is Your Europe" developed in Germany with civil society for the 60th anniversary of the Treaty of Rome is one example of implementation;
- formulating simpler messages and stories adapted to national and local realities that people can identify with (and we recognise that this is a cornerstone of the Investment Plan communication with citizens);
- using the European Parliament and European Commission networks, (including EDICs and Team Europe speakers) more to reach out to citizens and groups outside the usual stakeholder circles and citizen groups;
- working more closely with politicians at local level (including members of the Committee of the Regions and the European Economic and Social Committee) to communicate jointly with a view to modifying established perceptions that the EU is to blame for the negative news;
- not overemphasising social media at the expense of mainstream media.

Some or all of this is happening in many Member States, but the fact that these examples were cited to us, and they are not intended to be comprehensive, is indicative of the gap between some Member States and best practice.

Conclusions

In Member States with an EPS, joint communication priorities are consistent with the institutional communication goals as they emphasise the interinstitutional political priorities of the European Union, the future of Europe and culture. Cooperation on communication activities is not limited to EPS's. It is less formal but real in a number of Houses of Europe. Priorities are also consistent in terms of targeting, as they focus on citizens, in particular youth, and multipliers who reach those audiences, i.e. civil society, policymakers and the media. The activities recognise that there are limits inherent in the nature of the institutions and the office, though there is no consensus on where those limits lie. The current collaboration model also has limits to the extent to which it can be relevant given the human resources and financial constraints, making it challenging to reach new audiences.

Analysis of target groups' needs and appropriateness of the targeting

In our answer to this question under Relevance, we assess the extent to which the objectives and activities falling under cooperation between the EPIO and the Representation correspond to identified needs of citizens, multipliers and stakeholders We explore whether these have been instrumental for raising awareness about the EU and positively influencing the public perceptions of EU initiatives. We look at whether there are any other alternative forms of cooperation or improvements to the current forms that could be considered to better meet the identified needs of target audiences.

Cooperation activities in the majority of countries visited for the evaluation are designed and implemented following a **top-down approach**, with a strong emphasis on priorities and messages coming (as expectations) from the respective Headquarters of the Parliament and the Commission individually rather than as expectations of cooperation. EPIOs and Representations report back on public opinion in their countries and on what they perceive target audience needs to be, but there is little funded target group identification at national level. Eurobarometer and Eurostat data may be used, but we encountered some doubts about the nature of the questions of the Eurobarometer and as to whether the questions were best suited to purposes of local communication.

The EPS Work Plan does not lend itself to this as the section on common activities is based on relating planned activities to thematic priorities. Target groups, where described, are listed generically, e.g. youth, general public, NGOs. No justification is required as to why an activity or the target audience for that activity is more suited to joint than independent activity. It is also not always clear whether an activity is related to a Strategic or other Partnership.

EPIOs and Representations in the vast majority of countries visited have, therefore, **not identified their specific target groups** on the basis of a professional assessment of needs. Each office responds in the first instance to the goals and priorities of their individual institutions, which are sometimes challenging to reconcile with the needs of target audiences at national and local levels.

Despite a generalised lack of focus on target audiences' needs, there is a **shared view that more could be done** to align objectives and activities to the needs of target audiences. There are also a number of best practice examples that suggest that some countries are starting to take action to tackle this weakness and that this could be replicated elsewhere.

In **France**, an external assessment of the joint actions organised by the EPIO and the Representation during the 2014 European elections was conducted in 2015 with Strategic Partnership funding. The results found that none of the four main target audiences identified had been reached effectively. The recommendations of the report led to a number of concrete actions to establish objectives for common projects, targets, strategies and activities, including:

- Setting up a single reference website for the provision of EU factual information. The website is administered by *touteleurope.eu*, and is partially funded by the French government in the framework of the Strategic Partnership.
- Reaching mainstream media through joint press relations and communication of common topics. The project was outsourced to an external contractor, who developed 60 success stories on the occasion of the 60th anniversary of the Treaty of Rome.

In **Sweden**, the EPIO and the Representation have incorporated in their work the results of a Swedish government report published in 2016, which exposed the knowledge deficit and lack of engagement in EU affairs at all levels of civic life in Sweden[32]. The report shed light on the importance of joint cooperation between the Swedish government and EU institutions in Sweden to improve engagement in EU affairs, and its findings have driven many of the activities undertaken by the two offices, which are now more focused on teachers, journalists and young people. One concrete outcome of this approach is a new Swedish government initiative known as "the EU handshake", which aims to enhance collaboration between relevant stakeholders (including the EPIO and the Representation but also social partners) and improve information on EU affairs in Sweden.

In **Bulgaria**, a joint report was commissioned by the EPIO and the Representation on the benefits and challenges of Bulgaria's membership to the EU, in the framework of the 10th anniversary of Bulgaria's accession to the Union. The results of the report, prepared by the NGO Centre for Liberal Strategies, were presented at the House of Europe in March 2017.

As these examples show, country size is no bar to this type of exercise, but work of this kind – particularly shared between the EPIO and the Representation – is currently the exception rather than the rule.

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[32] The main purpose of the report was to investigate the possibilities of promoting transparency, participation and influence for individuals and actors in Sweden in matters that are decided within the EU. Among other recommendations, the report proposed targeted training for local politicians, officials, journalist teachers and professional journalists. EU på hemmaplan ("EU at home"); Strömvik, Maria, SOU 2016:10. Url: http://www.regeringen.se/48fba1/contentassets/e14fa0ed28d34271b3ea94da154b7968/eu-pa-hemmaplan-sou-201610.pdf

There is **no consolidated data** to monitor the extent to which cooperation between the EPIO and the Representation is meeting the target groups' needs for information about the EU and is positively influencing public perceptions of EU initiatives. Some offices have introduced or are introducing Like/Dislike buttons, which can be regarded as good practice; some collect evaluation forms after events, but not all this data is systematically collated, or benchmarked against the results of activities of the offices which are not carried out in cooperation.

This data relates, of course, only to those citizens with whom the offices come into contact. The information relates, moreover, only to the moment of contact. However, given the small amounts of money involved, establishing any relationship between these activities and the population as a whole, or even one segment, is not to be expected. At best, this funding is sufficient to be relevant to groups already in contact with the offices, and to extend those circles outward slightly.

Where the empirical evidence is relatively strong is from the demand from schools and teachers and from key stakeholders: interviewees consulted felt that activities tend to be well aligned and respond to partners' needs, in particular those who are already aware and supportive of the EU. However, there are questions about whether cooperation between the two offices in reaching stakeholders has extended beyond what might be regarded as the 'inner circle' based on some interviews provided indications of this.

Conclusions

Analysis of target groups' needs is an exception, though there are some good practice examples from a range of countries, larger and smaller, which show what is possible. On the whole, targeting is based on generic descriptions of target groups. It is based on priorities driven top-down by the priorities established by Headquarters and issues that are clearly topical. Interpretations of the degree of discretion that can be exercised to accommodate national priorities differ. The challenge remains consolidating these studies (including ex-ante and monitoring) into a regular practice with the aim of using the results as a planning tool to become more relevant to the audiences which the funding is appropriate to reach.

Appropriateness of communication tools and channels to the target audiences and their needs

The answer to this question under Relevance aims to analyse the extent to which the chosen communication tools and channels are appropriate to reach the target groups and reach the identified needs, and whether the combination of tools and channels is the right one.

Communication tools and channels implemented by EPIOs and Representations in the Member States are varied and diverse but there is a **clear preponderance of traditional activities,** such as events (including conferences, seminars, workshops, panels and lectures). This is particularly the case of joint activities. The other main area of joint activity is ´press

only´ events (training, workshops and seminars in Strasbourg and Brussels) and in some countries, as indicated above, joint training-type activities with the domestic media.

Even though many of the events organised are open to the general public, they tend to attract more specialised audiences (professionals with an interest in the topics being discussed). Activities also include events involving local politicians, civil servants, teachers and other stakeholders. It appears that events also attract a high proportion of as audiences who have more flexible schedules (e.g. students and pensioners), since events mostly take place during working hours. Houses of Europe which hold evening and weekend events, or which are open in the evenings or at weekends to provide information are an exception.

France, Austria and Sweden provide interesting examples of **joint work carried out with journalists**. The EPIO and Representation in France have organised joint seminars for journalists and journalism schools since 2007, which have gathered around 300 journalists from major TV and radio stations, and newspapers[33]. The alumni of these seminars become press contacts for the two offices. However, the main challenge remains attracting journalists from outside the usual stakeholder circles and getting editors to agree to cover EU topics more regularly.

A key area of cooperation is making a meeting space available to others, primarily civil society but in some cases also government, to use free of charge[34] for events with a European angle. This is consistent with the European Public Space concept of creating a focal point for European activities in the capital as well as meeting a need for civil society organisations with limited budgets. While this is consistent with the EPS concept, the service is not limited to EPS's, but is provided by any House of Europe that has appropriate facilities. Some have better facilities than a designated EPS has to offer.

In most countries, people agree that they are frequently consulted by the two offices and invited to numerous activities, which they consider are well aligned to their needs. In many, they feel a sense of community as a result. Where there are meeting rooms which civil society can use for events, they welcome not only the fact that there are free facilities they can use, but the fact that these provide a physical focus and an association of ideas between their interests and the House of Europe. Whether these activities are in an EPS or a non-EPS House of Europe, it is the House of Europe brand that third parties associate with the venue. Exceptions include Italy (using the term 'Spazio Europa') and Spain ('Sala Europa').

Evaluation findings also registered a **rising use of social media channels** to give more visibility to key messages and events, notably among younger audiences. The extent to which the offices share, like or comment on each other's posts or tweets varies, or coordinate messages, timing or groups to target. In some cases, it is based on an agreed strategy (which may mean limiting the amount of interaction in order not to send the same

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[33] It is possible to reach such large numbers because companies in France are obliged to devote a certain amount of funding to professional training, and these funds are used for this.
[34] Organisers may have to pay for refreshments.

information twice to overlapping fan bases); in others, it is a question of "when I have time to think about it", to quote one social media manager.

Facebook and Twitter are the main social media channels used by both offices (with variable popularity across different Member States), but Instagram has been gaining more ground for targeting younger audiences. YouTube is generally used as an archive. Twitter generally targets media and professionals more in most countries, while Facebook and Instagram are more conversational in tone and target the general public more widely. This is consistent with good practice in the use of social media.

Separate social media activity is in part a function of different roles and messages. Some interviewees do see more scope for cooperation, however, particularly around the "values" events. Moreover, the list of Member States where the EPS has a social media account of its own (e.g. to publicise events) appears purely serendipitous, even allowing for different patterns of social media usage across the EU. There are EPS Facebook accounts in Austria, Cyprus, Finland, Hungary, Latvia, Sweden and Romania. There are EPS Twitter accounts in Cyprus, Finland, Latvia, the Netherlands, the UK and Romania. These are often the result of the Share Europe Online project where the offices shared community managers on a 50/50 basis for two years. In most cases, this was considered to have been a useful capacity-building tool. Cases where this was seen as a strategic opportunity were fewer.

Despite the widespread use of social media channels, there was some scepticism among interviewees as to whether the pendulum has not swung too far in the direction of social media at the expense of traditional media. They highlighted a tendency for information to reach people in selected groups, including younger audiences and those who are already aware and well informed of EU matters. This is confirmed by the results of the audience research carried out in the Netherlands which discovered that target audiences tend to rely more on traditional media to get information about Europe. Moreover, strategies (individual or joint) to grow social media audiences other than organically appear to be the exception. Without such a strategy, there is a risk that social media will remain an echo chamber reaching the usual suspects. Using mainstream media is seen by interviewees as the alternative, but the same increasingly applies: where traditional media are read on line, the news feed is often tailored to existing interests. So this is a challenge which needs to be addressed more broadly.

There is evidence that live streaming of events can be successful, e.g. in Austria and Sweden, in terms of maximising the outreach of events. It is now increasingly used there during joint events.

Other types of **activities outside the more traditional ones**, including contests, running races, participation in TV or radio shows, festivals and cultural initiatives, are less frequent but are perceived as being more attractive and innovative in capturing the attention of broader audiences and media outside the usual stakeholder groups. Examples include the 60 success stories in France on occasion of the 60th anniversary of the Treaty of Rome. However, in absence of any formal evaluation of these as yet, this cannot be regarded as conclusive evidence of the attractiveness of such events for the target groups. It is in fact

overall only possible to base findings on perceptions as there is no provision for any evaluation at national level of even the largest projects, whether as part of joint activity or not.

Activities with schools and universities are considered a relevant tool for cooperation in many countries. Initiatives with schools feature school visits to House of Europe premises[35] and programmes for teachers (e.g. the European Parliament's Ambassador Schools Programme, the Parliament's Euroscola programme, the Commission's Back-to-School Programme), *ad-hoc* activities around specific dates and funding for civil society's school programmes. The only activity is the visit to the EPS. The overlap this creates are discussed in the section on Coherence, but in terms of the principle of Relevance, this is generally unquestioned.

One specific example of the way the offices work jointly with schools is the Swedish EU School Ambassadors programme under the Strategic Partnership. This is perceived as having proven to be an important tool in increasing teachers' awareness and engagement on EU affairs. The organisation of the programme includes a yearly meeting with alumni from past years to keep the motivation among teachers and to strengthen networking efforts. These are also instrumental for promoting Erasmus+ and other European exchange programmes for teachers. There is a risk of overlap with the European Parliament Ambassador Schools programme, but this appears to have been avoided by targeting different school audiences.

An example of a one-off shared event was in Austria where the EPIO and the Representation in Austria hosted a conversation on the Future of Europe between Austria's Federal President Alexander Van der Bellen and 200 school children, linking it to the activities around the 60th anniversary of the Treaty of Rome. The activity was requested by the Federal President and required the two offices to reach out to schools to invite them to the event.

The **websites of both offices** are generally perceived as not lending themselves to joint activity, even though the discretion which they have in content within the overall framework established by their respective Headquarters, would appear to allow for them to publicise each other's events. The failure to do so appears to be more the result of not having a strategy than a deliberate policy. Some interviewees felt that more could be done in this area.

There are at least two instances, however, of finding ways to provide information jointly via the web. As in the case of social media, the House of Europe in Latvia has its own website. This features an interactive calendar and functions as a common platform to broadcast or webstream events taking place at the EU House. The House of Europe in the Czech Republic also has a joint website with a Memorandum of Understanding covering how equal visibility should work. We are aware of one other non-EPS House of Europe which is considering this approach. The arguments which we heard for and against are finely balanced between

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[35] Schools also visit Houses of Europe, but these are not necessarily a joint activity.

projecting an EU brand and a website being the natural place to go for "What's on" information on European affairs and avoiding a proliferation of websites and sources of information. The answer may depend on how the main offices' websites are used as some do publicise joint events.

In the view of both internal and external stakeholders interviewed, **structured cooperation between the EPIO and the Representation with local government** and other key stakeholder groups (as opposed to national government) could be more active – with partnerships in Austria (notably with trade unions), Finland, France and Germany as stand-out exceptions. More emphasis on this would, it is felt, help get the message across better the EU is not a foreign entity to national affairs, but its actions and policies have a strong anchorage at both national and local level.

Conclusions

Cooperation between the two offices is diverse and the tools are decided locally. In most cases, there does not appear to be a more general strategic reflection on the adequacy of the current communication tools or their mix in the different countries, or what is appropriate in the context of cooperation. The list of EPS's which have their own social media and websites is indicative of this, though there is a risk of neglecting traditional media because social media is fashionable and seems inexpensive. Otherwise, there is a high reliance on tried and tested activities, in particular events on EPS premises. This includes events organised by civil society. Nevertheless, the use of more innovative approaches in the context of the different forms of cooperation, including the Strategic Partnerships, is on the rise.

6.2 Effectiveness

This section explores the effectiveness of the cooperation between the EPIO and the Representation as a means of meeting communication goals, followed by the effectiveness of the cooperation for meeting the communication objectives of the institutions, and finally to what extent the cooperation is improving the quality and impact of communication on the EU.

Effectiveness of the cooperation between the EPIO and the Representation as a means of meeting communication goals

This evaluation question focuses on ways in which the European Parliament and the European Commission collaborate on communication at Member State level. In particular, the question aims to understand if cooperation through European Public Spaces (EPS's) and other types of collaboration are instrumental in supporting EPIOs and Representations in achieving their annual communication objectives and plans, which are developed in line with the overarching objectives and priorities of the European Parliament and the European Commission. This evaluation question also attempts at identifying any areas where EPIOs

and Representations do not currently work together on information and communication, but where there is room for more close or improved cooperation by the two offices.

Different types and levels of cooperation

Communication objectives of EPIOs and Representations at Member State level are **decided strategically on an annual basis** and reflected in distinct annual work plans for each office. Communication objectives are mainly guided by priorities established at Parliament and Commission Headquarters. Representations anchor their communication in the interinstitutional political priorities of the EU, whereas the communication work of the EPIOs is strongly linked to disseminating European Parliament priorities, as well as the work carried out by Members of Parliament.

In practice, cooperation evolved in different approaches, some more formal (including Houses of Europe, European Public Spaces, Information Points, Strategic Partnerships, each of these defined and developed below), and others more informal. On the day-to-day basis, cooperation has also translated in avoiding duplication of efforts, designing and organising joint events, and working together in shared premises.

Houses of Europe currently exist in 26 capitals (Athens and Brussels are the exceptions), as well as in five regional cities. They have facilitated the development of close informal relationships and regular interaction between staff in EPIOs and Representations. The concept involves shared premises between both offices, which results in reduced administrative expenditure thanks to savings incurred on as a result of shared infrastructure and administration. Overall, stakeholders consulted agree that moving to the House of Europe has strengthened cooperation between both institutions, as well as the number of events the two offices have been able to host (either jointly or individually). Having a common building also that stakeholders can attend to regularly is also recognised as a positive feature by both EPIOs and Representations.

However, although one might assume that having their offices in one building will in itself prompt EPIOs and Representations to work closely together in a coordinated manner, we observe that this does not happen purely on the basis of cohabitation. On the other hand, in the case of Greece, where there is no House of Europe, this reality does not seem to affect the overall cooperation and effective coordination of activities between the two offices. In the case of one Member State, we faced another reality too; having a House of Europe does not guarantee a minimum of cost-efficiencies, as the two offices work in absolute silos.

In terms of the formal cooperation channels, **European Public Spaces** are joint projects run by the EPIOs and the Representations in 18 EU capitals[36]. EPS's these have been rolled out in an ad hoc / first-come-first-served basis rather than following a strategic approach and we note that in view of the fixed budget ceiling under the current Multiannual Financial Framework no future complete roll-out is feasible. In addition, the number of EPS's has increased without any increments in the budget, so resources in recent years have been spread thinner..

Overall, there seems to be a shared perception that **EPS's have contributed to formalising cooperation between EPIOs and Representations** and that these spaces have brought the two offices closer together. EPS's have an annual work plan, budget and joint reporting. However, some stakeholders expressed concerns that activities under the EPS are sometimes designed to comply with budgetary requirements, but that **a longer term perspective is missing** in the planning of EPS actions.

There is in practice a difference between the theory of how the Work Plans should be drawn up and the reality. Whereas the EPIOs and the Representations received joint guidance and use a template covering target groups, outcomes and outreach, for example, these instructions are often not complied with in many cases.

There are clear differences, for example, in interpretation of what is meant by a "limited number" of priorities. Whereas one Member State lists each of the ten interinstitutional political priorities individually (plus one for culture), one takes the ten "Commission

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[36] Austria (2009), Cyprus (2009), Czech Republic (2009), Denmark (2008), Estonia (2007), Finland (2009), Germany (2009), Greece (2013), Hungary (2013), Ireland (2008), Italy (2007), Latvia (2010), Netherlands (2011), Portugal (2009), Romania (2011), Spain (2007), Sweden (2008) and the United Kingdom (2013).

priorities" as a single priority together, with "European Parliament priorities" as a separate priority. The number of priorities ranges from two to eleven. The nature of the priorities ranges from political topics to promoting the EPS as a priority as such, and even to a target group (e.g. youth, citizens) as a priority.

Whereas culture was identified in the original definition of the European Public Space concept as one of the purposes and the guidance on the Work Plans that these should include cultural activities, not every EPS does so..

There is no evidence that the Headquarters operations have sufficient resources to follow up on compliance, or implementation in the course of the year. For example, the information available suggests that the extent to which the EPS's are open late for events seems to be related more to local choices than cultural habits. This may be a factor of having to make choices with limited resources[37] and it raises questions about whether more guidance might be appropriate on expectations.

The term European Public Space in fact masks a range of realities. The original plan was that they would "attract new audiences and create a visual image – one that is also more targeted at the young generation". They were to be a "meeting place" for citizens, NGOs, political actors and the media and would host exhibitions, films, meetings, visits, discussions, forums of debate and lectures…They would make "a concrete contribution to implementing the "European agenda for culture in a globalising world". Links were to be established to the network of National Institutes of Culture (EUNIC) … "while cooperating with regional and local networks, civil society and the media to reach the widest possible audience in urban and rural areas." They were to offer new facilities, such as a conference centre, an information office, an exhibition area and a reading area, generating a new, more open environment to which to attract new actors.[38] We note that this EPS definition (asking for an impressive list of elements to be included in the concept) is interpreted by offices in the Member States in different way.

Furthermore, the EPS Work Plans are the only documented strategies for cooperation activities, but in the non-EPS countries visited, there is often undocumented cooperation. Officials in those countries have an understanding that they are expected to cooperate and do not themselves make the distinction between whether they are working for an EPS or not in terms of whether to cooperate or not. It is thus not surprising that there is often a direct correlation between being an EPS and cooperating closely, but the correlation is far from perfect. There are examples of Houses of Europe where cooperation is closer than in some EPS's. A Strategic Partnership can in some cases, moreover, be a greater driver of cooperation involving the EPIO and the Representation than the EPS designation. Because of

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[37] It is difficult to assess resource issues because the budgets are not comparable. In some cases, EPS staff (including contractors) are paid for within the standard EPS allocation of EUR 69,222. In some countries, communication activities at the EPS are paid for almost entirely from this sum; in others, these are largely funded from EPIO or Representation budgets. A minority include an allocation for IT support and EPS event assistance, while others are funding it from elsewhere, whether from within this amount or elsewhere cannot be determined.

[38] Communicating Europe in Partnership: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52007DC0568.

the (different) ways in which InfoPoints are provided, the way in which information is provided is subsumed into some of the Work Plans, and in others it is not.

Annual activity reports' statistics show **significant differences across countries** in terms of number of events and number of participants to EPS events in the different countries, with countries like Germany for instance having hosted 241 events and circa 110,000 participants in 2016, and countries like Spain registering 75 events and approximately 6,000 participants in the same year. There are also meaningful variations in the types of events organised, the level of participation of MEPs in EPS activities, and the main target audiences reached.

The **location and accessibility** of the EPS within the House of Europe also varies greatly, from location in the main atrium in the building to meeting rooms only accessible on a different floor, after passing through a security check. Hence the actual EPS's implemented, as observed during our fieldwork, present a very varied landscape, with some having a very strong cultural focus and others hosting a range of events on EU affairs. This variety also extends to the flexibility of opening hours of the EPS (such as during the weekend or in the evenings).

The fact that the Head of the EPIO is not an authorising officer complicates the relationship in both pure Houses of Europe and where there is an EPS. He or she must obtain permission from Headquarters for types of expenditure that the Head of the Representation can authorise on the spot. This can be the source of delays or of the Commission agreeing to pay by default because of time pressures. In some Member States, this is also a source of complaints[39] by the Representation. In others, a *modus vivendi* has been found.

Information Points, present in 26 Member States, take a number of forms and vary in the extent to which they have distinct identities and budget lines[40]. Their objective is to get closer to citizens by providing direct contact point for them. However, it is mostly the Representations using the Information Points more proactively to promote events and activities, whereas EPIOs only use it as a promotional tool to a limited extent in some countries, e.g. to promote events for schools where the Representation is invited to participate.

There are now two locations with a **Europa Experience**, a multimedia installation inspired by the European Parliament's Parlamentarium, but on a smaller scale, in Berlin, and indeed a much smaller scale in the case of Slovenia[41]. The Europa Experience focuses on the Parliament but also explains the role of the Commission (and only to a very limited extent,

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[39] On a related note, we also highlight here that the difference in status of heads of Office/Representation creates tensions or difficulties of ensuring similar visibility of the two offices in joint activities.

[40] The Information Points in Berlin, Bonn, Brussels, Helsinki, Ljubljana, Riga, Sofia, Valletta, Warsaw, Wroclaw, Vienna, Vilnius and Zagreb are financed from their Representations' communication budget lines; those of Athens, Berlin, Bucharest, Budapest, Copenhagen, Dublin, Helsinki, The Hague, Lisbon, London, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn and Vienna are based on EPS budget and those in Bratislava, Brussels, Luxembourg, Madrid, Barcelona and Nicosia are also financed from the buildings and allied expenses budget lines.

[41] The Europa Experience in Berlin has been running since May 2016 and the one in Ljubljana since March 2017..

the Council). In both countries, an InfoPoint occupies the same space. In both cases, creation of a Europa Experience is based on the opportunity of a move (Slovenia) and space becoming available (Berlin), rather than on a definition of need relative to the target market or a long-term marketing strategy (as opposed to a short-term awareness-raising campaign). The marketing strategies are being developed *ex post*.

The Europa Experience in Ljubljana is run by a contractor to the European Parliament while the InfoPoint run – as it happens - by the same contractor working for the Commission. Separate contractors, and therefore separate staff answering visitors' questions, are a reflection of the fact that it is not an EPS. In the case of the contract with the EPIO, the contractor's responsibilities are limited to providing information services and maintenance, but the contract with the Commission involves generating event content as well. In Berlin, the Europa Experience is a combined InfoPoint and Europa Experience under a single contract to both the EPIO and the Representation. Both target the general public, but with the difference that in Berlin, where the Europa Experience is alongside the Brandenburg Gate, tourists with an interest in understanding the work of 'government' (e.g. those also visiting the Federal Parliament – the Bundestag) and passing tourists are the main users, whereas there is a strong focus in Ljubljana on schools.

The number of **Strategic Partnerships** with Member States has expanded significantly in recent years, with 13 Member States currently having one in place[42] – most of them having launched it in 2016. Among those, in seven Member States the EPIO is involved, although without a financial contribution. While many of these partnerships are still relatively new, some have proved instrumental for strengthening links and consolidating projects with national counterparts in the different countries where they are operational. Relevant projects under the Strategic Partnerships have included the 60 success stories in France featured in the framework of the 60th anniversary of the Treaty of Rome and the EU School Ambassador Programme in Sweden (in cooperation with the Swedish Council for Higher Education).

There are a few exceptions where the Strategic Partnerships have not been effective as there is no budget and no concrete processes in place for annual planning and strategic and follow-up meetings. Member States without Strategic Partnerships in place have met with increasing difficulties to cooperate with national and local government counterparts, and stakeholders consulted seem to agree that the initiative can indeed help to disseminate complementary messages and get the EU closer to citizens.

There are a range of ongoing ad hoc partnerships meeting no formal definition with a range of partners – in particular sectoral ministries, but also trade unions and other forms of civil society, with or without funding. In a European Commission internal survey in early 2017, to which 20 Representations responded, only Malta and Poland reported no partnership of any kind.

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[42] Austria, Belgium, France, Hungary, Italy, Latvia, Slovenia and Sweden (signed in 2016), and Bulgaria, Cyprus, Czech Republic, Ireland and Luxembourg (signed in 2013 and renewed in 2016).

In addition to the formal channels, cooperation is strongly anchored in **personalities and informal good working relations** in both offices, with more than three quarters of fieldwork countries confirming that personal relationships between Heads of the two offices are a significant factor in the relation between the EPIO and the Representation.

Areas where EPIOs and Representations do not work together

Overall, collaboration in different countries tends to be more linked to events and activities but lack a common thread related to topics or themes, in particular due to the fact that even though both institutions pursue a common overarching aim and represent share values, their specific objectives, timings and priorities can indeed differ.

When activities are carried out individually, staff interviewed in the majority of countries argue that **there does not appear to be a reflex to inform the other office of ongoing actions or to cooperate on stakeholder mapping**. This lack of communication generates some short-circuits, including for example lack of information of the event or activity organised by the other office when contacted by the media, or overlapping of events.

Cooperation between the two offices is not supported by an institutional setting and as a consequence **lacks formal processes and guarantees** to make it work irrespective of who is in charge at a given moment in time. A change of Head of EPIO or Representation can bring cooperation to a sudden end, as examples show. In those cases, cooperation is limited to avoiding overlaps in planning events, and some cooperation on recurrent events (including Europe Day, as well as the LUX and Sakharov prizes). In the worst cases, even that 'cooperation' is nominal.

There are only a number of countries that have **formal management processes in place which allow for structured collaboration**, including shared agendas or booking systems for meeting rooms, weekly or monthly coordination meetings between heads of both offices, and bi-monthly or annual strategic meetings to coordinate objectives, messages and activities over a longer timeframe.

Constraints in resources (human and budgetary, in particular in the case of EPIOs but also some Representations) also translate into many decisions being taken *ad hoc* and based on availability of staff and financial resources. Whereas in many countries the EPIOs benefit from the economies of scale of partnering with the Representations, there have been numerous cases where unbalanced resources between both offices create resentment or have been a barrier to cooperation. A key reason is the fact that the EPIOs are understaffed to carry out *ad hoc* tasks or those additional to those already planned and are not in a position to contribute meaningfully, which can lead to the Representations deciding to work on their own or contribute on an ad hoc basis to avoid additional administrative hurdles.

In some countries, both **press and social media teams across the two offices** have been increasingly working together and have reported clear achievements from this collaboration, as well as a will to explore further synergies. In view of stakeholders consulted, both offices have potential benefits to gain from mutual cooperation. Press resources available to the EPIOs are more limited than those available to the

Representations; on the other hand, despite their limited resources, EPIOs can contribute with content for communication.

Areas where EPIOs and Representations could improve cooperation

Even though there are institutional differences that may prevent full cooperation, stakeholders consulted highlight that there continues to be room for issuing more joint press releases, aligning social media messages more and making a more strategic and complementary use of stakeholders and media contacts. Working together on horizontal events linked to EU values and seminars for journalists are two additional areas where synergies have been easily identified.

The **Share Europe Online (SEO) pilot project** was implemented jointly by the Commission and the Parliament between 2013 and 2014. The initiative aimed to test the proposition that the two institutions could use public online social media platforms to communicate with citizens in a new way, in local languages, and responding directly to local concerns and interests. The goal of the SEO project was to achieve "interactive communication with citizens online". The initiative, which consisted in providing the Representations and EPIOs in the 28 Member States with centrally coordinated assistance, advice and training to expand and improve their social media presence, was praised by staff from both offices in a number of countries. In particular, the role played by Community Managers was highlighted by EPIOs and Representations in the majority of countries visited as a beneficial experience that allowed for a coordinated strategy and messages on social media channels.

On the downside, the results of the **SEO initiative** were mixed. In particular, the quality and outputs of the work of Community Managers appointed varied because they were supplied by an external contractor. As a follow up to the Share Europe Online initiative, digital leaders were appointed in the Representations[43] with mixed profiles (including some who were volunteers, others coming from press work or from other areas) and results. Many offices would have liked the initiative to continue, as some of the capacity-building achieved during the pilot could not be consolidated afterwards.

Collaboration tends to be less frequent or more challenging on topics that have political or topical components, like the **EU Investment Plan** or in the context of **EU Parliamentary elections**, as each institution is guided by its own objectives and agenda. European Semester Officers (ESO) consulted in the different countries visited confirmed that they collaborate closely with the communication teams in the Representations (who support them in communicating interinstitutional political priorities) and have a good working relationship with EDICs, who have an important role in disseminating the priority messages at local and regional levels. However, ESO officers do not cooperate systematically with EPIOs. The 2014 European elections also reflected in some cases a lack of cooperation and misalignments between both offices.

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[43] EPIO Community Managers were appointed in 2013.

Even though **cooperation through EDICs** has improved in recent years in many countries, with the EDIC network having formally committed in the current programming period to work with EPIOs and not only Representations. In bigger countries in particular, the EDICs have proved instrumental in helping both EPIOs and Representations reach out to local audiences outside the capital cities. However, we see room for further bolstering collaboration between both offices through this network, as well as through other networks.

Conclusions

The cooperation landscape is currently a patchwork, with Houses of Europe in 26 countries, an EPS in 18 countries, Strategic Partnerships in 13, a range of different other types of partnership in most Member States, and the general public able to obtain information directly from Houses of Europe or contracted staff (in various configurations, including InfoPoints) or at a 'Europa Experience' in two countries.

The effectiveness of the cooperation between the EPIO and the Representation as a means of meeting communication goals is currently limited by several factors.

There is a large diversity of cooperation concepts in place, none of which have been rolled out in all Member States.

Variability goes beyond national specificities and having an EPS does not necessarily result in closer cooperation, nor does having a Strategic Partnership.

There is no common understanding of what is expected beyond the formal processes for an EPS. As a result, influence of personalities in implementing cooperation may sometimes play a disproportionate role .

Only a small number of countries have regular processes in place which allow for structured collaboration and the EPIOs and the Representations often lack a cooperation culture/sharing reflex.

Effectiveness of cooperation between the EPIO and the Representation for meeting the communication objectives of the institutions

The answer to this evaluation question aims to analyse the extent to which EPIOs and Representation were able to communicate on the interinstitutional political priorities and to provide information on EU recurrent themes, whether they have supported ad hoc communication campaign initiatives, and the degree to which they have engaged with target groups and fed back any critical issues to Parliament and Commission Headquarters.

Communication on interinstitutional political priorities, EU recurrent themes and ad hoc initiatives

As the directly elected representative body of European citizens, the European Parliament has a responsibility to **communicate what Europe is about and improve the relationship between the EU and its citizens**. The role of the EPIOs in the Member States is to raise awareness of the Parliament and its Members by providing information, answering questions and building links with citizens, stakeholders and the media.

While the Parliament communicates with the aim of enhancing visibility of its work and that of its members, the European Commission's objectives are more focused on the policy priorities of each Presidency. The communication objectives of Juncker's Commission are clearly anchored on the Agenda for Jobs, Growth, Fairness and Democratic Change[44] that concentrates on the **ten policy areas** that were set out as a priority for President Juncker's five-year mandate. The ten priority areas identified were those where the European Union can make a difference to Member States' action and deliver concrete results for citizens to support the reconstruction of Europe after the crisis.[45]

In general, annual communication plans and activities of Representations across Member States are driven by the **interinstitutional political priorities of the EU**, with European Semester Officers playing an important role in their dissemination. However, the Representations expressed difficulties in communicating about the interinstitutional political priorities, which they consider many citizens find it difficult to associate with their daily concerns and immediate improvements to their own quality of life. They address this challenge in different ways, but generally in their individual communication, not in the joint communication with the EPIOs.

ESO officers consulted in fieldwork countries highlight a strong interest, on the other hand, in the interinstitutional political priorities, and above all the Investment Plan, from relevant stakeholder groups, including government ministries, social partners and civil society

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[44] A New Start for Europe: My Agenda for Jobs, Growth, Fairness and Democratic Change – Political Guidelines for the next European Commission: http://europa.eu/whoiswho/public/index.cfm?lang=en.

[45] The ten priority areas are: a new boost for jobs, growth and investment, a connected single digital market, a resilient Energy Union with a forward-looking climate change policy, a deeper and fairer internal market with a strengthened industrial base, a deeper an fairer Economic and Monetary Union (EMU), a reasonable and balanced free trade agreement with the United States, an area of justice and fundamental rights based on mutual trust, towards a new policy on migration, Europe as a stronger global actor, and a Union of democratic change.

organisations on priorities related to the Investment Plan. They also confirm that they collaborate closely with the communication team in the Representation (who support them in communicating interinstitutional political priorities), and have a good working relationship with the EDICs, who have an important role in disseminating the messages outside the main cities. In some countries, this work is incorporated in the joint EPS Work Plans or in activities with the EPIO, but this is not systematically the case.

Despite the interest of stakeholders and partners, there are concerns among staff at EPIOs and Representations across the countries covered by the evaluation about the **difficulties of communicating about the interinstitutional political priorities to broader audiences** due to their highly technical nature and the fact that these are mostly perceived as Juncker Commission priorities. For EPIOs, priority topics are more dependent on the interest of and relevance to the MEPs, as well as related to national topics on the agenda and electoral processes. Overall, EPIO messages to press and media appear to be more tightly controlled and aligned with Parliament's activities.

The latest EPS annual activity report for 2016 shows that 75% of the activities are centred around specific[46] interinstitutional political priorities while 25% of the activities fall in the category "others" including Europa Days, cultural activities, etc. The top three priorities are 1) *Union of Democratic Change*, 2) *Jobs, Growth and Investment* and 3) *Migration*. Taking those events organised at the EPS which did not involve the EPIO (which are a minority), *Jobs, Growth and Investment* are much more prominent, with twice as many events in this category as the next two – a *Stronger Global Actor* and a *Union of Democratic Change.*

Figure 6: Priority themes – EPS activities (2016)

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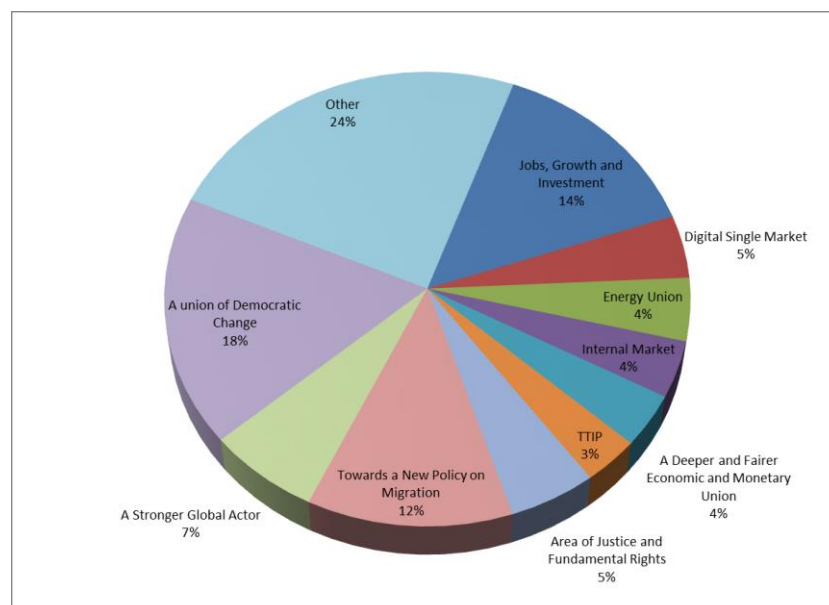
[46] The template of the EPS annual activity report provides only options for the ten interinstitutional political priorities and an option for "other", with no further breakdown possible. There is some evidence that rather than just use "Other", an attempt is where possible made to relate an activity, however indirectly, to an interinstitutional priority.

Communication on **annual European/international days** is an area where there is more regular collaboration, as many of these topics are horizontal and cross-cutting to the agendas of both institutions. Examples cited include Europe Day and International Women's Day, where the Representation and the EPIO tend to organise joint events (including fora, contests, conferences, etc.) and engage with relevant target groups. This has also been true of European Years in the past. The offices visited had only just started to think about the European Year for Cultural Heritage in 2018 and were looking for guidance on this.

Communication on **ad hoc campaigns or timely topics**, such as (climate, environment, migration, labour markets, etc.), is more challenging. Cooperation with local partners and target groups is mainly dependent on the subject selected for each specific year. EPIOs are more likely to collaborate in joint activities if their Members of Parliament (MEPs) are active on the given topics.

There is ample consensus among stakeholders consulted during fieldwork and in Brussels that joint communication on the **upcoming European Parliamentary elections** is a major priority in terms of cooperation between both institutions (following examples of misalignment identified for the 2014 elections). It is felt that EPIO's do not have the resources to do this on their own, and will require mobilisation and support from Representations as well as from different networks, including and EDICs.

The Latvian and Hungarian cases provide interesting examples of how the communication objectives set can translate into specific activities. Each month a particular theme is chosen reflecting the overarching objectives of the two institutions. In Latvia in particular, for each thematic month, an anchor event is designed and implemented with the EPIO or the Representation alternating lead roles.

Despite the fact that communication on interinstitutional political priorities, EU recurrent themes and ad hoc campaigns does take place, there is consensus among external stakeholders and partners consulted that in balance neither the Parliament nor the Commission are sufficiently **effective in communicating with stakeholders and the general public**. This is due to the large amount of general information on the EU and the multiplicity of sources available, the fact that information tends to be too technical, and the difficulty of finding it. This is a general consideration that applies to all the offices' communication, of which what they communicate in partnership is only part.

Target group engagement

In terms of target group engagement with the activities of the EPIOs and the Representations, stakeholders and partners consulted in different countries indicate high levels of engagement with the two offices, and are in their majority satisfied with the services and the menu of activities offered and by the capacity of EPIOs and Representations to respond to specific information needs. However, external stakeholders also acknowledge that they tend to interact and meet with the same people at events and that there is scope for the EPIOs and Representations to move beyond these audiences and attempt to capture

new groups who are not being reached in all their potential (young people, rural workers, etc.).

Links with mainstream media are also identified as a priority if the general public is to be targeted more actively. Spain was one country where stakeholders consulted were of the opinion that relations with the media should be allocated a significantly higher proportion of resources than relations with stakeholders. There were staff in Member States, who felt that the pendulum had swung too far in the direction of social media, and others where it is clear that in fact, considerable effort is being put into the mainstream media, both in terms of providing and correcting information.

However, these are generally separate activities which are not felt to lend themselves to cooperation other than in training/capacity-building locally and in Brussels, and in exchanging information on the line being taken on a particular topic in the news.

Having said this, it was noted that EPIOs are more likely to design and implement activities for younger audiences (mainly through interaction with schools and universities), the media and voters/the general public whom the Parliament and its members represent, whereas Representations tend to work more closely with civil society, business and government stakeholders in conveying and disseminating messages on the ten priority policy areas – bearing in mind that this is the generalisation that emerged from our fieldwork to which there are undoubtedly exceptions. Moreover, while different targets clearly require the use of different channels, it is not necessarily appropriate or effective to use the same channel all the time.

Feeding back to Parliament and Commission Headquarters

In terms of available **monitoring and reporting systems** in place at EPIO and Representation level to feed back to Parliament and Commission Headquarters in Brussels, findings from the majority of case study countries visited indicate that monitoring requirements for each office are considered to be very demanding in light of the limited human and budgetary resources available. In countries where there is no EPS, there is no clear indication of what should be monitored and reported in terms of cooperation, and stakeholders interviewed in both offices highlighted that any feedback to Headquarters happens on an ad hoc basis. In countries where there is an EPS, there is a generalised view that current indicators[47] could be reviewed and updated to reflect more accurately the impact of activities organised. To take one example, it was argued that the number of events as an indicator per se can be misleading as a small meeting with 10 stakeholders counts the same as a larger event with more than 100 participants. Moreover, the number of participants is also of limited value if there is no information on what a reasonable target would have been (bearing in mind also that the capacity of the meetings rooms varies considerably).

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[47] E.g. type of activities, target groups, social media coverage, number of participants, reach, operational costs and human resources required.

The lack of adequate monitoring indicators to report back to Headquarters is closely linked to the lack of a top down steer encouraging cooperation in more specific terms. There is no common understanding of what is expected from each office, which feel that they do not receive sufficient guidance from Headquarters in this regard. We note that even though the Rome and Bratislava declarations do provide sufficient guidance in relation to high-level matters and relations between the officials in the two institutions are frequent and close, they are not working within a strategic interinstitutional framework overall, and in many cases of recurrent events, there is scope for developing a business case (or otherwise) for cooperation and which activities lend themselves to what degree of cooperation in the connection. Recurrent events on which we encountered conflicting views of their suitability for cooperation, such as International Women's Day or the Lux Prize could benefit.

Interviewees acknowledged the complexity of developing a highly defined process or strategy for collaboration between both institutions, in particular as a result of the diverse national landscapes and lack of sufficient funds to implement significant changes to these landscapes, but nevertheless felt there is scope to provide a consolidated basis for cooperation.

Conclusions

European Parliament and European Commission cooperation in the Member States is **more effective at communicating on EU recurrent themes and common values** than on disseminating joint messages on the interinstitutional political priorities or communicating on *ad hoc* campaigns and initiatives. In part, this is related to the fact that EU recurrent themes and values provide a common arena for joint communication, unlike the interinstitutional political priorities or *ad hoc* initiatives that have met with more challenges in practice.

Irrespective of the content of joint communication, there is consensus that target group engagement is positive when it comes to relations with stakeholders and partners, but there are **difficulties when communicating with broader audiences** outside the usual stakeholder circles. The upcoming European Parliamentary elections are extremely important in this respect, and both internal staff and external stakeholders agree that it is an unmatched opportunity for both institutions (and supporting networks) to join forces in communicating with EU citizens.

Current monitoring and reporting systems in place are burdensome for both EPIOs and Representations, but aside from EPS reporting, there are **no formal monitoring requirements in place for cooperation activities (EPS or non-EPS)**, which in turn makes it difficult for Headquarters to have a clear picture of cooperation or provide an adequate top-down steer on expectations from Headquarters.

Cooperation between the EPIO and the Representation improving the quality and impact of communication on the EU

In our answer to this evaluation question, we assess ways in which EPIO's and Representations have been able to engage target groups more effectively through joint cooperation in communication. We also explore the extent to which the two offices have been able to leverage synergies with partners through collaboration, as well as the degree to which cooperation between the EPIO and the Representation corresponds to identified needs of citizens, multipliers and stakeholders, whether they have achieved greater outreach effects and a combined reach, and the benefits for target groups with the combined approach.

Effective engagement with target groups

The Commission's Communication **"Communicating Europe in Partnership"** called for improvements in the quality of communication on the EU to better respond to challenges in areas such as globalisation, energy efficiency and independence, mobility, competitiveness, migration, security and climate change. The Communication recognised that in an enlarged and more diverse Union, EU added value was significant but not easy to communicate. The Commission called for a partnership approach across European society to deliver results that mattered to European citizens and could be adequately debated with them. Improved communication included the need to reinforce communication with European citizens, providing full and comprehensive information on the EU and involving them in a permanent dialogue. The expected impact of the improved communication would be the consolidation of an active European citizenship and the development of a European public sphere.

Cooperation between the Commission and the Parliament in the Member States has been an **important component of the partnership approach** delineated in the Commission's Communication. In the majority of countries visited, there appears to be consensus among stakeholders consulted that having shared offices and common venues to host events has contributed to enhance productive partnerships between the two offices and to amplifying the outreach of both institutions.

EPS venues in particular are also used to host events of a range of stakeholders in some countries, including local and national governments, professional networks, educational establishments, social partners, media and cultural institutions working on EU-related topics.

In recent years, and in parallel to the consolidation of a shared venue (i.e. Houses of Europe), there have been efforts to **communicate jointly on behalf of the two institutions**, as opposed to doing so on behalf of the Commission or the Parliament on an individual basis. For example, presenting certain events or activities as initiatives of the EU institutions. When it has been instrumented in practice, this coordinated communication with a single branding is considered to be stronger and simpler for citizens to understand. In the countries where this combined communication has been successful, EPIOs and Representations argue that regular citizens are not really aware of the distinctions between the two institutions, and therefore individual communication is bound to generate some

confusion. However, it has been also the case that not all messages or topics are suitable for concerted communication: either because the topics are sensitive and there is no agreed approach on how to communicate (e.g. communication on Brexit / future of Europe, migration), or because there is a mismatch in policy / political timings.

There is a perception that there continues to be **scope to find ways to communicate with citizens**, through joint efforts, about things that affect their quality of life. A focus on topics that are directly relevant to citizens could also help strengthen the development of a European identity, in particular by reinforcing the message that the EU is part of people's lives and not just one more international organisation detached from local and national issues of interest. EPIOs and Representations in many countries are aware of the need to go back to basics and move closer to citizens by improving people's knowledge of what the EU does and how decisions taken at EU level (border controls, working and studying abroad, among other issues) affect them on a day-to-day basis. However, many find it challenging to identify relevant ways to implement this strategy in practice. The Representation in Germany partnered with civil society stakeholders on occasion of the 60th anniversary of the Treaty of Rome under the slogan "It's your Europe", which reflects recent efforts to move the EU closer to citizens.

The perceptions we collected in terms of whether the activities and messages are meeting the audiences' needs are that they are highly informative and technical, but tend to **lack an attractive and/or pedagogical hook to appeal to media and citizens**. They are, however, highly appreciated by stakeholders, who everywhere remain an important (joint) target group because of their importance in the input to and implementation of EU policies. These stakeholders are appreciative of the efforts made to reach them.

The issue is one of greater differentiation of the messages. The perception is that communication from EPIOs and Representations currently focuses more on interinstitutional political priorities than on tangible benefits of membership for citizens and society in general. Stakeholders are uncertain even whether the emphasis on "values" resonates, though in the absence of in-depth research, this cannot be established either way. The view of many is, however, that younger generations for whom "peace" and "security" are vague concepts because they have never known the opposite, relate only to what they can relate to in their daily life.

The Slovakian cooperation model provides an interesting example, as it has been built on a division of tasks between both offices, making it possible to extend the reach of activities to regions outside the capital. While the Representation tends to focus its efforts and activities on Bratislava, the EPIO has focused on replicating activities in other regions. The most successful form of cooperation has taken place around Europe Day, where for the last three years the Representation has coordinated celebrations in the capital and the EPIO has organised activities in the second largest city.

Leveraging synergies with formal and ad hoc partners

Member States with **Strategic Partnerships** in place have more advantages for communicating on EU issues as they have national, regional and local counterparts with whom to co-organise activities and to disseminate key messages. France is an example of one such Strategic Partnership which has a wide range of partners. This is regarded by the participants as a successful formula despite problems of governance of such a large number of players. The French government is contributing financing to a website designed to be a single source of information on the EU with material supplied by the EPIO, the Representation and the French government. The model is an interesting one, but too recent for it to be certain how it will operate. Another example of cooperation within the framework of the Strategic Partnership which is perceived to have been particularly successful was an initiative implemented in France on occasion of the 60th anniversary of the Treaty of Rome, which featured 60 success stories highlighting concrete EU achievements in France. Some of the stories were picked up and disseminated in national and local media. In view of stakeholders consulted, the action was particularly effective in spreading positive and tangible messages of Europe, and the stories selected constitute a database that can be used regularly.

Those without Strategic Partnerships or formal cooperation agreements with national authorities have met with more difficulties in co-organising activities and communicating jointly with their national counterparts. However, having a Strategic Partnership in place is no guarantee for effective cooperation with national counterparts, as evidenced by a number of countries where there is limited planning in the framework of this initiative. While stakeholders at EPIOs and Representations accept the reasons why the Management Partnerships were dropped[48], they feel that, in addition to larger budgetary resources, they often created a bond that they no longer have – without necessarily having taken concrete steps to replace that bond in some form.

Cooperation between both offices has resulted in **clear synergies**, including increased opportunities to tap into each other's networks to set up and promote events and initiatives. The Latvian model provides some interesting best practice examples that facilitate synergies between both offices. The Latvian EU House (which hosts the EPS run jointly by both offices and which is different from the House of Europe) has a common Facebook page and a common website that provides information on events and an

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[48] Extract from the Commission's answers to questions which were addressed to it on Management Partnerships in 2013: "…*Directorate-General Communication needs to make very considerable reductions in its budget - 22% - as a result of the political agreement on the Multiannual Financial Framework In order to meet these new budget ceilings as of January 2014, decisions on where to reduce expenditure could not be delayed, and the Commission had to take its responsibility by presenting a draft budget that reflects the new situation. The extent of the reduction is such, that it cannot be met with small cuts from various budget lines. Therefore, we were forced to reconsider all the activities to which we do not have a binding legal commitment, in order to optimise the use of the remaining funds….*"

interactive calendar that can be updated by both offices. In other countries, staff have encountered resistance to proposals for a common EPS website.

Despite the synergies identified, information about ongoing activities (when these are not organised jointly) is not systematically shared. In general, we observe that **information on diaries, documents/files and events is currently not effectively shared** which limits the capacity of the two offices of leveraging synergies between themselves and potentially with other partners and stakeholders.

Outreach effects, combined reach and benefits for target groups

In terms of combined reach of cooperation activities, EPS activity reports available for the last four years evidence a total of around 2000-3000 events organised per year across all Member States with an EPS, as reflected in the figure below. There are events organised on the EPS premises and in other locations, and include those organised by civil society on EPS premises. There are significant differences across different countries which indicate major variations in terms of annual planning and activities in each Member State. However, as will be discussed in the Efficiency section, there is some doubt about the robustness of the figures, and they should be treated with caution.

Figure 7: Total number of EPS events (2013–2016)
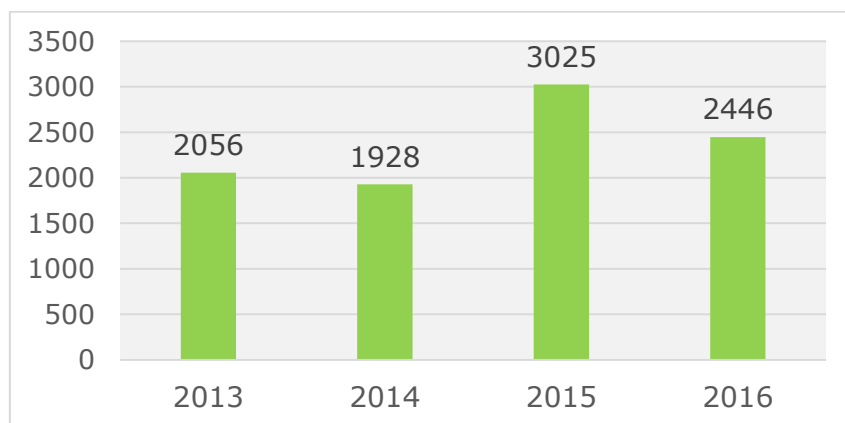
Source: EPS Activity Reports, 2013, 2014, 2015, 2016

The figure below shows the evolution of the total number of EPS event participants in all countries which have an EPS. The combined outreach increased significantly in 2016, but once again there are big differences in the different countries, with Ireland, Germany, Portugal, Latvia, Austria and the UK leading the list, and countries like Spain, Romania, Netherlands and Finland on the lower end in terms of the total number of participants. This is both a function of size and of the extent to which some countries are present at major off-EPS events, where the numbers actually aware of the EU presence may be hard to quantify[49].

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[49] Some EPS's reporting include all events held in EPS premises, even when organised by third parties, while others only include events organised by the EPIO and/or the Representation.

Figure 8: Total number of EPS event participants (2013 – 2016)
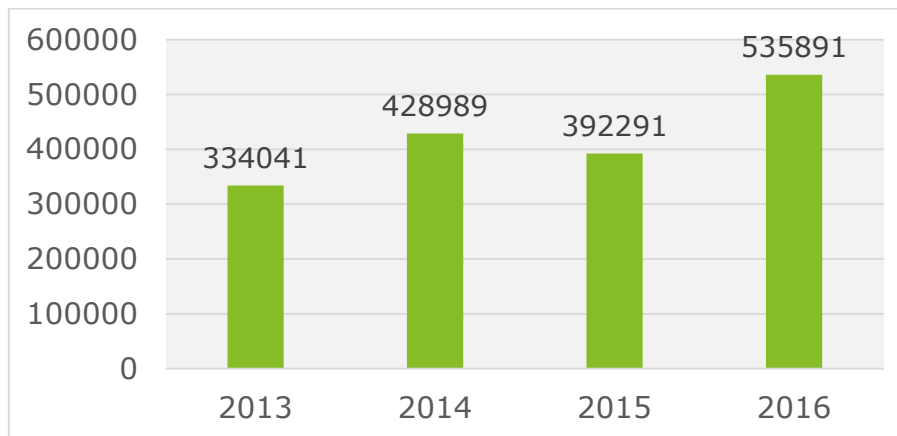
Source: EPS Activity Reports, 2013, 2014, 2015, 2016

Europe Direct Information Centres (EDICs) are being increasingly used in joint outreach activities in a number of countries with positive results. However, there are cases where collaboration proves difficult. Even though a formal Memorandum of Understanding was signed with the European Parliament for closer cooperation between EDICs and EPIOs, EDICs continue to be more strongly linked to the Commission Representations. We are aware from work carried out for the most recent evaluation of the EDIC network that the lack of consolidated links appears to come from a lack of commitment of EPIOs in some cases, but also from caution on the part of certain EDICs about becoming too closely associated with MEPs, given that they carry a distinct political affiliation. There is also still a tendency to see the Commission as 'primus inter pares' rather than the manager of the EDIC network.

Despite occasional conflicts, there is ample consensus among stakeholders consulted that more could be done in this line to take advantage of the local presence of EDICs and their potential to amplify the reach of combined activities. As highlighted by the EDIC evaluation, the **network's local and regional geographic scope and outreach** allows the EU to reach citizens locally. Representations consulted in the framework of the previous evaluation described the EDICs as the Representations' "eyes and ears" on the ground. EPIOs echoed this feeling, stating that the biggest added value of the EDICs is their strong local networks, knowledge and experience that they have built and can provide. The network plays an important role in relaying EPIO messages locally, as well as in providing contacts to EPIOs, organising venues for events and providing other local support. In addition to communication activities and outreach, EDICs also provide political knowledge and expertise. It is seen as very important to the Representations that the EDICs function well, as they are their way to reach out to EU citizens locally.

Conclusions

Cooperation between the two institutions has improved the quality and impact of communication on the EU via effective engagement with target groups, leveraging synergies

with formal and ad hoc partners and outreach.

Having shared offices and common spaces to host events has contributed to enhancing productive partnerships between the two offices and to amplifying the outreach of both institutions. Statistics available on EPS reach confirm this at an aggregate level, though there are significant differences in terms of number of events organised and participants to events across countries, which confirms that implementation of cooperation is uneven in the different Member States.

6.3 Efficiency

Under Efficiency, we first look at the extent to which European Parliament/European Commission cooperation in communication has resulted in greater cost-effectiveness. We look in particular at the organisational framework, the planning processes, the financial and management systems in place and the monitoring and evaluation processes, and then the role of extended cooperation. We then posit the potential for additional efficiency gains identified in our evaluation work that could further improve the quality and impact of European Parliament/European Commission cooperation in communication at Member State (MS) level. We pay particular attention to any efficiency gains around the communication prioritisation and planning processes at European Parliament/European Commission Headquarters, as indicated by the evaluation questions. Finally, we examine the extent to which cooperation between the EPIO and the Representation, in particular in relation to Houses of Europe (and the European Public Spaces (EPS's)), is more or less cost-effective than other forms of their cooperation in the area of communication.

Cost-effectiveness of the cooperation

The basis for achieving cost-effectiveness lies in the organisational arrangements (the overarching framework) and planning processes, and the extent to which there is ongoing coordination during the year.

The overarching framework

Different views were received during fieldwork on the extent to which there is support from the centre for cooperation, but the consensus appeared to be that there is an expectation that the two offices will cooperate, but no guidance on exactly what shape that cooperation should take. While there is appreciation of being allowed discretion rather than receiving top-down instructions, there was a widespread view that there is nevertheless more guidance that could be provided.

What is clear in this context is that there has been a drift away from the original definition of an EPS without any update of what an EPS should be in terms of physical infrastructure, e.g. is a library/reading room still appropriate in the Internet era, are there certain locations where it still makes sense and what technology should an EPS meeting room be required to

have ten years on from when the original definition was drafted? As a result, the EPS is equated with extra money when there may be Houses of Europe without EPS status but which are better equipped.

Measuring the efficiency of an EPS is further complicated, if not impossible not only for us, but also for the institutions, by the **heterogeneity of funding structures**. The EPS funding may or may not be used to pay staff or to use a contractor. In the extreme case of Sweden, all the shared activities are financed from the EPIO and Representations' communication budgets because staff and operational expenditure, but above all, staff costs take up the EPS budget[50]. At the other extreme are situations where there are no staff costs in the EPS budget. The way in which information provision is funded is equally opaque, with different budget lines being used to provide this service. And where there are external contractors, their mandates for generating content for the EPS vary. In some cases, the InfoPoints are similar to an EDIC; in others not. Moreover, there are no performance indicators.

A lack of human resources, or the right human resources, is an underlying barrier to efficiency in cooperation. While a lack of human (and financial) resources can be an incentive to 'work smart', many staff interviewed feel those limits have been reached, if not exceeded, with staff hired for administrative jobs working on communication-related content, which they are committed to but not necessarily qualified for, and operational budgets used to hire contractors for core communication functions because there are no posts available in the administrative budget. Representations can to some extent obviate this shortage by using external contractors (in particular, for online communication, i.e. social media work). This is costly, but nevertheless regarded as delivering greater cost-effectiveness. This is an avenue that is not open to the EPIOs. The EPIOs, on the other hand, do not have the administrative mechanisms available to hire external contractual agents to cover a position.

Interviewees felt that, while in principle the European Parliament/European Commission cooperation seems to be encouraged by the Headquarters, they often do not have the resources to do their existing work, let alone devote in the short term to a long-term investment in cooperation. If they had more human resources, they would be able to consider their cooperation more strategically, even though, once in place, such cooperation might deliver cost-effectiveness. Without a conviction or evidence that this is the case, and in the interests of their mission, and that the effort is worthwhile, many interviewees are not prepared to make the investment.

The small budget available for the EPIOs was felt by the interviewees to cause an unhealthy balance, leaving critical decisions on funding communication activities in cooperation at the Representations' good will. Cases where this is overridden by an acceptance of the greater good certainly exist, but there are many capitals where this is not the case. This clearly affects cost-effectiveness where it leads to reluctance on the part of the Representation to

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[50] As per the budgetary remarks of the budget line 16 03 01 05 for EPS's which stipulate that "*The Commission is to manage the logistical arrangements for the EPS for the benefit of both institutions (the European Parliament and the Commission), including operational costs and the organisation of contracted services.*"

enter into a dialogue on the costs and benefits of cooperation. While there was always a tendency to feel that the EPIOs, with their more limited resources, benefit more from these efficiencies, those who are 'converted' to the benefits of cooperation accepted this as a fact not as a reason for not cooperating. Overall, this group could see the advantages for both.

The planning process

The starting point for planning consists of the **respective country strategies**, with each office required to state how they will cooperate with their counterpart, and for the EPS's joint **Work Plans**. These were both considered to be very useful to set the scene for collaboration between the two offices.

However, we encountered perceptions that the lack of coordination on the relevant sections of the country strategies can leave gaps (or create overlaps) gap in joint communication at national level because both offices are focussing on specific communication goals. In addition, there are sometimes tensions between Headquarters and heads of the offices because the latter feel they have local knowledge and Headquarters is seen as too top-down. However, it is also clear that some offices (in their joint and separate communication) feel under closer scrutiny than others, who are more selective about which interinstitutional political priorities to focus on, which to add and which messages to use. Where this impinges on effectiveness, it clearly also has implications for efficient use of funds.

The EPS Work Plans are generally only 5-10 pages long plus a mandatory budget table. These are exceptions to the general view of organisational arrangements, reporting and planning processes. These were generally considered as highly bureaucratic and time-consuming and as changing with relative frequency, thus making more challenging to comply with requirements and taking time away from the "real work" of communication, with obvious spill-over effects for the ability to devote time to thinking about maximising cooperation.

The EPS Work Plans have three sections – Background, Priorities (of which there are generally four or five, but may be fewer and many more) and Administrative Arrangements. Thus, the Plans are not a suitable structure for tailored communication strategies since they are driven by perceptions of priorities rather than by the identification of needs and the target groups and type of communication activity that would flow from that. These Work Plans are structured in such a way that there is no requirement to correlate needs with priorities. As a result, the political priorities perceived by Headquarters as suiting the EU as a whole can drive the process excessively.

The closeness of **the relationship between the offices once an annual EPS Work Plan has been agreed** late in the previous year is another of the variables, ranging from working in absolute silos to regular reviews. There is no obligation either to meet or to report on implementation of the Work Plan. It is equally once again not the case that staff of a non-EPS do not meet, sometimes in a structured fashion, in the course of the year.

The approach to coordination of cooperation appropriate to each office is not something that needs to be dictated, but those capitals where there are weekly or fortnightly

coordination meetings clearly represent good practice likely to deliver cost effectiveness. It is evident from our research that where cooperation is left to spontaneous, event-related meetings or to email, it is less cost effective.

The enthusiasm of the Head of the EPIO and the Head of the Representation for cooperation is an important success factor. It is not always the case that what they discuss trickles down to their respective staffs and then translates into cooperation between them, but where the heads do not advocate cooperation, this is a clear barrier at other levels.

The importance of **the role of personalities** is perceived to arise from the fact that the expectations, roles and responsibilities, and content and limits of this cooperation are not well defined. Consequently, in terms of evaluation, there is no baseline against which to measure the results. There is no mechanism for identifying, still less exchanging, good practice. In fact, we encountered no demand for this, suggesting that the appetite for cooperating more is low. The general impression gathered was that cooperation takes place because the EPS's exist as a framework and because of an amorphous sentiment that cooperation is expected.

Guidance on cooperation should be differentiated from the guidance that the offices receive generally on communication issues as such, which is generally appreciated if sometimes felt not to leave space to tackle local matters even if there is in principle discretion to do so. In this context, the timing of **availability of material in local languages** and the quality of the translation, particularly the "minor" languages and their tailoring to local needs is a concern which spills over into the needs when communicating in partnership. The offices use each other's publications, but it is unusual for thought to have been given to which are suited for use by the other, and the subjects on which they might produce publications jointly.

Where there are **regional offices**, interviewees regretted the fact that joint planning and coordination between EPIOs and Representations does not embrace them, or not sufficiently.

Linked to the decentralised and centralised nature of the work of the EPIOs and the Representations, the former are also perceived as being more 'dependent' on Headquarters whereas the Representations may take ad hoc initiatives. The way in which this is true of finances has been illustrated elsewhere, but it is also true from a communication management perspective. The extent to which EPIOs see themselves as providing support functions for MEPs (which varies) also affects the availability for cooperation with the Representation.

Generally speaking, the **tools** are also lacking to support cooperation, e.g. joint planners/calendars, file-sharing repositories for non-confidential documents that do not need to be stored separately, e.g. relevant think tank reports, national opinion polls), upfront stakeholder mapping (which could be useful in itself and be used to obviate upfront the subsequent problem of being prevented by data privacy regulations from sharing contact lists.)

The picture is not all gloom and doom. Some of the **cost-efficiency gains identified** in cooperation between the two offices in the course of the research for this report include IT

support, facilities and equipment, office renovation or removals, use of meeting rooms and security. The split of expenditure depends on the item, but is often 60/40, even if the actual share borne by the Commission when operational expenditure on specific events is included is often higher. As explained elsewhere, this because the Commission bears more (or all) of these costs in the interests of both effectiveness and efficiency for either because it has larger budgets or because it can activate the money more quickly because the Head of the Representation is an Authorising Officer (or both) as discussed under Effectiveness. These are considerations which apply both to EPS and non-EPS locations.

Financial and other management systems

The **financial management systems** of the two offices are an obstacle to optimum administration and effectiveness, and therefore efficiency, as discussed in the previous section. On the one hand, the EPIO has to obtain authorisation from the Headquarter for many expenditures that Representations can handle themselves, and on the other the EPIO has no administrative officer, so that it falls to the Representation by default to deal in practice with some shared administrative expenditures, or with providers when there are issues to resolve. The Representations have an additional element of flexibility in relation to communication operations in that they can use the DG COMM **framework contract**, for instance for events organisation, media promotion and online communication. The procedures are thus simpler, the terms of reference can be much shorter, which is a significant time saving, and the number of tenderers is fewer by definition.

Overall, there is nevertheless empirical evidence of **financial synergies and achieving economies of scale** in the organisation of events, in particular, either when organising them jointly or with others**.** Where communication is more effective as a result of cooperation, it is likely to have been more efficient. This is hard to quantify with no obvious benchmarks. While we often encountered doubts as to whether the time devoted to cooperation was worth the effort, those who are actively cooperating with their counterparts were often the exception to this. They could see the benefits despite the time required. Therefore this cooperation does appear to be generating efficiencies at this level.

The main management tool is the European Commission **Events & Actions reporting tool**. It is seen as a management tool solely for the European Commission Headquarters[51], but there is little understanding of how the European Commission Headquarters use it in order to improve cooperation. It is regarded as cumbersome fill in and too quantitative. Moreover, there are significant discrepancies in the data shown and what we learned during the fieldwork both about the level of activities and variations in the level of assiduity in keeping this database up-to-date. This suggest that this may well be a case for "less is more", particularly less quantitative reporting in order to give way to more qualitative explanations and information on speakers or special invitees, which may be more useful – providing resources are considered important both for Headquarters and other offices to learn from them.

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[51] The European Parliament uses its own reporting tool, Mémoire.

Our analysis suggests that there are some easy steps to **simplification**. These could include improved clustering of reporting around (i) large events for the 'general public' (i.e. cultural events, exhibitions, celebrations); (ii) thematic workshops/seminars (incl. webinars), primarily for stakeholder audiences; (iii) training events; (iv) activities with educational institutions; and (vi) online and audiovisual communication. Differentiation between dissemination of communication materials in isolation and in conjunction with any of these categories could also make the reporting more useful.

There are also some potential steps to align reporting with the way the EPIOs and Representations themselves see the events, i.e. truly joint, EP-led or EC-led – with physical rather than financial participation by the other office, or civil-society-led. At present, it is not possible to distinguish where the initiative lay if an event is "organised by or in cooperation with" and several are mentioned, nor what an event cost and who funded it – and in what proportions. Information on any feedback and how it was collected is also missing. There is, on the other hand, a column for best practice, but in 2016, it was not used at all.

At national level, there are some best-practice countries with KPIs and SMART objectives to assess the main cost drivers of European Parliament/European Commission cooperation and monthly review of events per month and type and number of attendees, with targets set jointly, but these remain exceptions.

The role of extended cooperation

When it comes specifically to the **EDIC network** and the expected cooperation between the EPIO and the Representation, the lack of formal cooperation in the capitals (or regional offices) efficiencies are not being maximised because of a lack of formal cooperation. EPIOs EDIC or network liaison officer (or member of staff with the responsibility) to act as a counterpart of the network correspondents in the Representations have been appointed in each office since December 2016. It is arguable that there are still a significant number of countries where the description of EDICs in the 2012 Memorandum of Understanding between the two institutions, despite market progress, have yet to meet the definition of "outreach points of the European Parliament and European Commission", and access to the EDIC Intranet, and information on the activities of both institutions in press releases and on websites is yet to be fully implemented.

Cooperation with other European Commission networks on a systematic basis as opposed to one-off, e.g. cooperation with the Enterprise Europe Network as part of the Investment Plan promotion, is an exception. It exists, including as part of Strategic Partnerships, but interviewees had no sense that it was expected of them or that they should take a strategic approach to considering how this could be a win-win relationship. The reverse is also true of the networks, both some we met and the echoes we received from EPIOs and Representations about efforts to cooperate with some of the networks.

In addition to the Houses of Europe (notably the EPS's), the **Strategic Partnerships** are also a form of cooperation which can deliver effectiveness and to do so in a way that is complementary to the activities of a House of Europe (EPS or not) because Strategic Partnerships deliver large events and Houses of Europe organise a series of small events.

This is a characterisation in the eyes of interviewees who only know their national reality which assumes that the House of Europe is a physical infrastructure. In practice, it is one of the ambiguities of the current situation that for some the EPS or House of Europe is a concept which can accommodate organisation of outreach events in other locations, and for other it is not.

Strategic Partnerships, and this is generally recognised, do not lend themselves to all types of communication. It can take time for national authorities, the EPIO (where they are involved) and the Representation to agree on the Communication Plan – and in particular agree on joint priorities, have it signed, and commit its budget (which happens a year in advance). The advantage of Strategic Partnerships (and often of ad hoc Partnerships) is in the way in which they can bed in the commitment of Member State authorities and civil society in a way which is seen to be cost-effective. Where there is no Strategic Partnership and a memory of the funded Management Partnerships which preceded them in most countries, there is often a strong feeling that what has been lost with the funding (and the administrative hassle that no one misses) is a framework for cooperation that good relations as such have not replaced.

Conclusions

There is a great diversity in the types and forms of the European Parliament/European Commission cooperation in communication. Variability goes beyond national specificities. Having an EPS should result in closer cooperation than not if only by virtue of the joint Work Plans. That is more likely to be the case, but this is not a hard-and-fast rule. The motivation of staff is a key success factor, and one that takes on greater importance because staff do not feel they have a clear view on what is expected in terms of cooperation.

Assessing the efficiency of the different types of cooperation is significantly hampered by the fact that some fund staff (or contractors) and activities from within the EPS budget, while in some staff are almost wholly funded from this budget and in others not at all, so that the budget is allocated to communication activities. The different way the finances and administration are run also complicate cooperation. Representations have a reporting tool, the "Events & Actions", which is used also for reporting on EPS activities and which shows scope for simplification and improved user-friendliness.

In the case of extended forms of cooperation, much the same applies to Strategic Partnerships as to the EPS. The cost-effectiveness is diverse, but the advantage of involving others in a formal framework in order to make the most of pooled resources is not disputed. Cooperation with EDICs and other networks shows similar variability, and cooperation with other networks seems to be the least strategic form of any of the forms of cooperation.

Scope for additional efficiency gains in the communication prioritisation and planning processes

It was agreed by the vast majority of people consulted that the right cooperation allows for the optimisation of the limited resources of the EPIOs and Representations. Beyond economic efficiency, cooperation is key in maximising the impact of communication activities, including wider/deeper coverage of target groups. However, limited financial resources, especially on the part of the EPIO, are at the same time a limit to cooperation.

Further gains could be obtained by **more systematic planning** of upcoming activities with cooperation in mind irrespective of whether they are covered by joint Work Plans or not. The variability in ongoing coordination is highlighted elsewhere. Even for common events, joint press related activities are not necessarily the norm. As communication budgets are often used even for events which are designed to be seen as common by the outside world, the incentive to think about maximising cooperation in media work, for example, is weakened.

Some interviewees suggested that there is enough scope for cooperation on communication to have **a joint communication team or coordinator** working together on behalf of both institutions, using experienced officials working strategically rather than external contractors who are often limited by the nature of the contract in acting strategically and frequently cannot offer continuity because of staff changes.

There were a number of areas which came up frequently in interviews as offering short-term opportunities for efficiency gains (and therefore spin-off benefits for effectiveness):

- The scope for more coordination and cooperation in **work with schools** was a recurring theme in interviews, with the European Parliament Ambassador Schools programme and the Commission's Back-to-Schools Programme, the schools activities of the EPIOs, Representations, InfoPoints and Europa Experiences not sufficient calibrated on each other or with civil society programmes, creating overlap in an area which is vast enough to leave room for all to work with different types of school (or university) without duplication.
- Both **social media and press** were areas where it was felt that more could be done over and above the shared visits to Brussels for journalists. "A lot of wasted energy is being expended on failing to cooperate," one press officer told us. There are limits to this cooperation as illustrated elsewhere, but in many cases, it was more a case of staff recognising that they could do more but not having had time or having been instructed to prioritise this.
- The **capacity-building** benefits that the Share Europe Online project delivered are becoming diluted over time, and spontaneous sharing of best-practices i.e. "what works" in social media between offices is the exception, while paradoxically, perhaps, the Representations' Digital Leaders and EPIO's Social Media Managers both have their respective (closed) Facebook group. Social media is not the only area where there appears to be scope for shared capacity building. Training (in area

others than social media, e.g. language training and communication practice and theory) was one area identified.

- Optimisation but simultaneously, **simplification of administrative procedures** when it comes to reporting on joint activities combined with feedback on the use made of reports and monitoring was a recurring them among interviewees. There is scope for a redesign of the Events & Actions database (see above) and for a more Communication-Plan-oriented approach to the joint Work Plans for EPS's.
- Representation and EPIO staff interviewed would like **all relevant staff** in both offices to be involved (either directly or through optimal information-sharing) in planning and coordination of activities, so as to limit any 'egocentric' prioritisation of activities decided.
- It was felt that Headquarters could be more supportive in involving both offices in **formulating 'business cases' for cooperation** (e.g. at the time of European elections or European Years) and in suggesting how roles and activities could be organised accordingly. This would be in addition to more general guidance on expectations.

Other suggestions included:

- outsourcing the management of networks (especially Team Europe and Documentation Centres) in order to focus on strategy and free resources to develop other areas;
- appointing a joint building manager who could take care of practicalities, such as security, IT and communications between subcontractors (logistics), etc.
- ending the practice of having the EPS run by an external contractor rather than EU officials as outsourcing is less conducive to cooperation, though variability in the nature of the external contractor appears to play a role as well.
- shared media monitoring;
- involving European Semester Offices systematically in communication activities (rather than on the more ad hoc basis than is often the case at present.

Conclusions

There is scope for a greater cooperation reflex across the board, irrespective of whether an activity is covered by joint Work Plans or not. This could be facilitated by having a single person responsible for this across both offices. Areas identified for improved cooperation or coordination, again irrespective of whether they are covered by joint Work Plans or not – and in practice they are not areas generally covered, include work with educational institutions, social media and press work and capacity-building. Cooperation could be more cost-effective if reporting templates were redesigned and resources allocated to using them as tools, and if Work Plans were redesigned as Communication Plans. There is a case of Headquarters to develop the business case for different types of cooperation or around certain events, such as the European elections or European Years.

Cost-effectiveness of cooperation between the EPIO and the Representation compared to other forms of cooperation

In this section, we focus on the cost-efficiencies created in the framework sharing premises as most Houses of Europe do and the difference that also being an EPS makes, bearing in mind that the EPS is not a recognised name outside EU circles. Rome and Madrid appear to be the only cities where the EPS uses the denomination 'European Space' (i.e. 'Spazio Europa', 'Sala Europa') rather than the local version of 'House of Europe'.

Hosting the two offices under a single roof has of itself proved to be beneficial for their common visibility, and creates synergy by encouraging ad hoc and informal cooperation through face-to-face interaction. This is a statement that was confirmed by the vast majority of the House of Europe residents we interviewed.

The **House of Europe** concept means sharing accommodation and utility costs. The main gains identified are logistical and in the area of technical cooperation and IT resources. Sharing premises is nevertheless conducive to a deeper cooperation and economies of scale in the view of interviewees. It provides opportunities for those working at the Representation and EPIO to meet on a daily basis and for partners and stakeholders to conveniently meet representatives of both offices at the same time. This however does not necessarily mean that this always happens in reality.

The **EPS** is at the heart of the cooperation but its additional benefit can be limited in reality. While cooperation is compulsory, in practice there are many models from the absolute silos discussed earlier to close cooperation, and varying levels of engagement of the EPIO. The cooperation is moreover largely restricted to communication/PR type activities and information provision. The fact of being an EPS has not in itself been an incentive to cooperation. There has also been a financial disincentive to being proactive. In 2009, the total EPS budget was EUR 2,150 million, while the 2016 budget was only EUR 1,246 million. Consequently, the focus has been on how to maintain an existing level of activity with less money, not on expanding it. The fact that the EPS's are funded under an administrative budget line exacerbates the problem, because the rules of the current Multiannual Financial Framework preclude any increase in these budget lines. This is also a major constraint on moving expenditure around within the budget to adapt to events.

The **infrastructure** is important both to the opportunities for interaction and visibility, irrespective of whether the House of Europe is also an EPS or not. The aesthetic appeal and accessibility to the public do not appear always to have been taken into account in the past and this was commented on to us. With the possibility that the Europa Experience concept might spread to other countries, interviewees familiar with the current Europa Experiences commented to us that it is important that it live up to the promise of an 'experience', including keeping up with technologies such as alternative and virtual reality.

As discussed elsewhere, there is currently an absence of physical criteria as to what constitutes an EPS – when is a meeting room just that, and when is it the "conference centre" that the original definition called for. In many cases, the EPS was grafted on to existing premises that fall short of the definition. While, it is not necessarily the physical

infrastructure that makes for the perception that a House of Europe (EPS or otherwise) is a hub for visitors and civil society, it is hard not to think that in locations such as Stockholm and Vienna this has played a role.

Conclusions

The House of Europe format has been a success which of itself has delivered efficiencies and cost-effectiveness. This is even greater where there is the (small) budget and the combined planning of having an EPS.

The EPS definition and designation may need to be updated ten years since it was originally conceived and the weaknesses that are resulting in arguably excessive diversity in implementation addressed, but the concept is successful enough which makes it eligible for a more complete rollout. There is no justification for the House of Europe-EPS distinction and it is inequitable vis-à-vis those Houses of Europe which are cooperating de facto in many of the same areas as the EPS's. In redefining the EPS, thought needs to be given to physical criteria for infrastructure to be implemented over time as budgets and opportunities for renovation, expansion and relocation allow.

6.4 Coherence

This section explores the extent to which the various forms of cooperation between the EPIO and the Representation are well aligned and form a coherent whole in terms of achieving the communication objectives. It also examines whether these various forms of cooperation are coherent with other EU-driven actions with similar objectives and with other activities on similar topics carried out by the Member States.

Alignment and coherence of the various forms of European Parliament/European Commission cooperation

Looking at Coherence from this perspective highlights a close relationship with Effectiveness: where the activities are coherent, they are likely to be more effective – and vice-versa. The section on Effectiveness already highlighted the different approaches to cooperation and the fact that objectives, target groups, communication tools, including social media and publications are not necessarily coordinated. It painted an overall picture in which there are areas of effectiveness, and areas where the cooperation is effective in some Member States and not in others for reasons which cannot be totally explained by national specificities. As in the case of effectiveness, it is not possible to draw clear dividing lines between Houses of Europe, EPS's or Strategic Partnerships in delivering coherence. The degree of willingness to cooperate overrides this, but the nature of the infrastructure also plays a role. This section focuses on coherence at Member State level, but *ipso facto* where there are shortcomings at Member State level, these are likely to be magnified when looked at from an EU-wide perspective.

Member State	Score	EPS	SP
A	4	■	■
B	4	■	
C	4	■	■
D	4	■	
E	3		■
F	3	■	
G	3	■	■
H	2.5		■
I	2		■
J	2	■	■
K	2		
L	1.5		■
M	1.0		
N	0.5	■	■

Coherence as seen by officials

The section on Effectiveness noted the variety of formal structures for cooperation at every level (or that they exist at some levels but not others). Country strategies and joint planning documents are considered useful to enhance collaboration between the offices and therefore improve coherence – when the planning is not driven by one of the two institutions. However, annual programmes are then developed individually, so that at the point of implementation there is a tendency for divergence, or at least an absence of attention to coherence. Regular structured meetings limit this in many cases, but not all. The extent to which joint planning translates into online booking systems for on-premise events, social media or web pages for events at House of Europe or the EPS varies, and has no obvious logic.

The section on Effectiveness also highlighted the absence of a "cooperation reflex" in many Member States' EPIOs and Representations based on a feeling in most cases that they could and should be doing more together. They did not necessarily feel any pressure from their superiors, however, to implement more cooperation or to set joint KPIs, so that these

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[52] Scoring on the degree of cooperation is provided by evaluation team members having conducted fieldwork in the Member States concerned. All but one of these Member States, i.e. Greece, has a House of Europe.

remain ideals when time and resources are in short supply. The absence of tools to underpin coherence, such as shared online document repositories, wikis or common calendar of meetings in the common spaces, was highlighted to us. The Netherlands, where the EPIO and the Representation in 2016 brainstormed to identify new areas of cooperation, were the exception.

At the same time, there are clearly notable exceptions in some Member States (and the Netherlands are one), where there is a clear view of the roles of each, where they can cooperate and promote coherence, and where the limits are to that cooperation. The view of where those limits are is far less restrictive in the "best-practice" Member States than in a number of others. Examples of such cooperation in practice include sharing tasks temporally and geographically.

In the Netherlands, the House of Europe lectures are organised on an alternating basis between the two institutions each year. In Slovakia, there is a division of labour for the organisation of Europa Days between the capital (covered by Representation staff) and the rest of the country (covered by EPIO staff), thus maximising the outreach towards citizens and stakeholders in regions beyond the capital while ensuring the coherence of activities carried out on that day.

In a number of Member States, the view was expressed by both offices that it can be a challenge to involve their MEPs in joint events. The reasons vary. There are countries where some parties are not open to being involved in events including members of another political party. The sheer number of parties may make it difficult to be seen to be achieving balance. And, while debate could be considered a positive sign of European democracy at work, the inclusion of Eurosceptic MEPs or MEPs from the fringes of the political spectrum can be seen a very challenging factor.

Given what the best-practice countries, or examples of best practice, can achieve, the overall picture is one of less coherence in some Member States (and EU-wide) than could be achieved. Senior figures in EPIOs and Representations in countries where it is clear that there is less coherence are reluctant to admit this and argue that that they are close – or relatively so – to having achieved the right balance. In some Member States, however, their staff took a considerably more negative view.

Coherence as seen by stakeholders

External stakeholders, for their part, do not see coherence as a major issue. To that extent, the joint planning of events (both on-premise and outreach), where it is properly implemented, is clearly achieving the objective of avoiding overlaps.

There can sometimes be a lack of coordination when activities or communication take place separately which can lead to misunderstandings and mixed messages, duplication/overlapping. Both offices organising events on Brexit in quick succession and separate events for the 2014 European elections are examples of this. The unavoidable may also create overlaps – an MEP who is proactive without coordinating with the EPIO or a

short-notice visit by a Commissioner. However, at the level of scheduling, coherence is broadly achieved.

The stakeholders interviewed only expect the EPIOs and Representations to act as coherently, and indeed as one, in a "values" context, where an overall EU brand is felt appropriate. The House of Europe model is seen appropriate for "getting people in the door", whether citizens or stakeholders who are not the 'usual suspects'. In the vast majority of countries which formally host a European Public Space, the brand is still House of Europe when it is not alternative concepts such as "European hangout" or "Europe Point".

Beyond the front door of Houses of Europe, there is for the representatives of civil society interviewed, a clear distinction to be made between the EPIO and the Representation. They generally see their own interests as best, or naturally, served by dealing with one or the other. Civil society organisations' area of activity generally fits better with one or the other. It was notable that contacts of invitees to our discussion groups, who were identified by the EPIO and the Representation, were generally supplied as lists of one or the other's partners, not by producing a coordinated list. Nevertheless, some Member States have clearly succeeded through partnerships in creating a constellation of the like-minded around the House of Europe concept (whether House of Europe pure, or EPS), while in Member States where this has not happened, there are instances where this is specifically seen as a missed opportunity for coherence.

A number of both stakeholders and officials actually saw a danger in emphasising an EU 'brand' too much, although opinions were sharply divided on this. Those who perceived a risk felt it could consolidate misconceptions about "Brussels" as an alien object, where the European Commission decides in isolation. The opposing view was that levels of knowledge were so low that it would create confusion, and an impression of lack of coherence, to emphasise the differences too much.

This was also not seen as a question to which there is a "yes/no" answer but of being coherent in terms of the occasion and the target group. The importance was stressed to us of ensuring that the press understands the difference between the institutions, but interviewees in several countries expressed concern that this is still not the case. The use of multiple brandings used for joint events materials targeting the general public (for instance, 8 different logos appeared on the tee-shirts designed for one the EPIO's and Representation's annual event) or for the 2014 European elections can contribute to further confusion between the different entities.

Coherence by content and target group

As indicated under Effectiveness, the area where there is a general view that Coherence is appropriate (and easiest) is in communication ("PR") in relation to recurrent events where messages are about European identity and values, e.g. Europe Day and the 60th Anniversary of the Treaty of Rome. That cooperation takes many forms – from lip service but separate activities to genuinely joint activity. Joint press releases, which might, for example, be

considered an obvious area for presenting a single face to the world on such occasions remain somewhat of an exception and do not necessarily carry the logos of both institutions. Drilling down to another level of "values" events, e.g. International Women's Day, or the Lux and Sakharov Prizes, there is often less of an effort invested in coordination that would aim at seeing whether there is room for cooperation, and thus a more coherent approach.

This is not to say that there is a lack of coherence on specific topics, but the timing at which they are topical for the EPIO and the Representation to talk about them often does not coincide, making it difficult to cooperate in the view of some on specific activities. Again the picture is varied. There is to some extent an unfulfilled wish to achieve coherence by having the Commission represented at EPIO events for stakeholders (though the reverse is not necessarily true of having MEPs at Representation events). The fact that Commission officials are often not available appears to be attributable to the demands on their time rather than the lack of good will. Some stakeholders did, however, think that more could be done to achieve a continuum on certain topics so that the same audience is reached at different times of the legislative cycle.

This timing issue is seen by some as a constraint on cooperation in the areas of press and social media, and therefore generally as achieving coherence by the nature of the difference of the messages.

The Share Europe Online project enhanced cooperation only in a minority of cases. The EPIO and the Representation shared resources, but the participants (or the subsequent digital leaders) generally concurred that the benefits were in capacity-building, not in cooperation. They were not concerned that this resulted in a lack of coherence because they felt that the messages are different. Indeed, it was argued convincingly to us that coherence in social media actually comes from taking great care about sharing or retweeting each other's social media content because they perceive that there is an overlap in the fan/follower base.

In the case of press, there is an almost universal coherence to organisation of journalist seminars, domestically and in visits to Brussels, and to a large extent in press activity around the "values" events. When it comes to press releases or day-to-day contacts, cooperation and coordination are generally ad hoc, but without that necessarily being an impediment to coherence since the content is very different.

There are occasional examples of producing publications in concert, but these are exceptions – as opposed to using each other's publications, which is relatively common. This does result in some lack of coherence, but this is a top-down problem since publications are generally supplied from Headquarters.

Target groups are overall very similar but clearly the EPIO and the Representation are not necessarily addressing the same audience at the same time in the case of the stakeholders and the media because the information they are "selling" is topical at different times, but young people are an exception. This was an area where both officials and stakeholders perceived a lack of coherence because of a lack of coordination between the European Parliament Ambassador Schools programme, the Commission's Back-to-School programme,

and activities of civil society, sometimes financed by the EU in some way and sometimes not.

An urgent issue

There was a generalised recognition that cooperation and coherence (based on a good understanding of who does what, and which messages are separate and which are common), is important to fill the communication vacuum in certain Member States where EU communication is not a government priority, especially at the time of the European Parliament elections. Views differed on whether there should be more of less commonality in the messages in the run-up to the elections. What was universally agreed by officials and stakeholders was the need for a clear view of this, and with it coherence, well ahead of the next elections, and preferably "as soon as possible"

Conclusions

Coherent communication appears to be achieved at least in **"values" communication activities** in Member States, with joint planning and regular structured meetings on events such as Europa Day and the 60th anniversary of the Treaty of Rome, where an overall EU brand is felt appropriate. However, the **absence of tools and joint reflection** on how to ensure and enhance the coherence of joint activities can limit coherence, or even lead divergence in countries where there is no clear view on respective roles, on where coherence can be promoted, for which other "values" events there is a business cases for cooperation and where limits to cooperation lie. There are clear examples of best practice, but the overall picture is mixed. **External stakeholders do not see coherence as a major issue**, suggesting joint planning of events is successfully avoiding overlaps except in exceptional cases.

Legislative cycles over time[53] can be a barrier to cooperation in particular for press and social media activities, given the differences in messages and the timing at which they are topics of each institution to talk about, but proper coordination ensures coherence.

There is a consensus among interviewees on the need for cooperation allied with coherence to **fill the communication vacuum** on the EU in certain Member States and on the urgency on agreeing on the extent of cooperation and ensuring coherence as **the European elections** approach.

Coherence of the various forms of European Parliament/European Commission cooperation with other EU-driven actions and Member State activities

The networks with which both the EPIO and the Representations work most closely are the Europe Direct Information Centres (EDICs). They are seen as being a valuable asset in liaising with local actors (governments, associations, schools, etc.) and reaching out to citizens at local level within their budgetary and human resource constraints.

The coherence of these activities is more questionable because there is no mechanism in place for ensuring coherence. These do not always see it as their responsibility to coordinate

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[53] Election cycles can also lead to increased cooperation and joint messaging.

with their counterparts in the Representation, rather than working with EDICs directly. MEPs also sometimes bypass both the EPIO and the Representation network correspondent to work with their local EDIC.

Such cooperation at local level is generally seen as positive despite some examples of MEPs leaning excessively on EDICs and even using them to pursue their own agendas. It can be difficult for EDICs to resist this, particularly where their host organisation is headed by elected officials. The relationship between EDICs and MEPs can also be strained at the time of European Parliament elections since EDICs must retain strict neutrality.

Overall, however, cooperation works within the spirit of the Memorandum of Understanding (MoU) on cooperation through EDICs between the European Parliament and the European Commission. What is also seen as positive is that European Parliament officials and EPIOs are now also invited more regularly to network meetings. However, the European Parliament and the EPIOs are not fully integrated into the life of the EDICs. Thus any coherence is at local rather than central level.

Evidence of working with other networks, ranging from the national Erasmus agencies to the Creative Europe Desks is scant – with some exceptions. Those exceptions generally involved working with the Commission, e.g. the involvement of the Europe Enterprise Network in promotion of the Investment Plan, rather than in a trilateral relationship with the EPIO.

Interviewees identified potential for much greater cooperation and more coherence, and in some cases had succeeded in organising joint activities, but this had been on their own initiative. There was no sense that this was expected of them, even though the importance of these networks is stressed in the Terms of Reference for this study, or that the time and resources they would have to put into this would bring a sufficient return.

Where there are successful Partnerships, these are often vehicles for coherence not just between the EPIO and the Representation, but a wide range of other partners in a range of "values" activities. Results from the public consultation carried out on that topic indicate that the main achievement of these partnerships are the increased outreach to larger target groups and local communities. These may be Strategic Partnerships as understood by the Commission, e.g. in France. Or they may be other types of partnership, e.g. the partnerships in Germany with other organisations in the vicinity interested in pooling funds in joint activities, and the partnerships with the Länder, which each receive EUR 15,000 annually. These partnerships are normally driven by the Commission, but the EPIOs are seen as valued partners. Another format further includes social partners and civil society, as in the "EU handshake" initiative of the Swedish government, which encompasses the Strategic Partnership in this Member State and aims at developing the EU knowledge of teachers, elected representatives and civil servants. Another example of this is the European Union information providers forum organised by the EPIO, Representation and Latvia Foreign Affairs Ministry to facilitate the creation of ad hoc partnerships between all EU information providers (including local councils, EDICs, NGOs and private sector stakeholders).

In some Member States, but they are the exception, there has been a deliberate attempt to communicate jointly (and therefore coherently) to offset negative government attitudes to the EU or to fill a vacuum where Member States are not prepared to put resources into EU communication. These initiatives remain exceptions, even though there are other Member States where there is limited readiness to put resources into communication on the EU. In some Member States, the end of the Management Partnerships has clearly loosened bonds with the Member State in terms of cooperation on coherent communication on the EU. Dialogue has not stopped, but dealings are clearly less frequent and less structured, especially in the absence of a specific envelope for joint projects. Some interviewees believe that Brexit may provide an incentive for both sides to be more proactive in working together and ensuring that their messages on the EU are aligned.

Conclusions

The network with which EPIOs and Representations collaborate the most closely are **EDICs**, who are instrumental in liaising with local actors and reaching out to citizens at local level. Despite cooperation in the spirit of the Memorandum of Understanding between the three parties, there is **no mechanism of regular contact in place to ensure coherence**. As a result, coherence with EDICs is achieved **at local rather than central level** and cooperation takes place mostly on an informal basis.

There is limited evidence of cooperation with other European Commission networks. Coherent joint activities with these therefore result from **individual initiatives** – mostly on the part of Representations. There are good-practice examples of partnering with the Member States and reaching out to partner with other entities as well in a number of cases. **Successful partnerships** are vehicles for coherence between EPIOs and Representations but also with a wide range of other partners in "values" activities. These include Strategic Partnerships and ad hoc partnerships, which have, however, only to some extent replaced the bonds that in best-case scenarios ensure coherence with Member States at the time of the Management Partnerships.

6.5 Added value

In order to answer this evaluation question on added value[54], we explored whether or not cooperation between the EPIO and the Representation in communication produces outcomes that are additional or complementary to what could have been achieved by the two offices working in isolation, and the extent to which alternative/new forms of cooperation are leveraged or available. The focus of this question is on changes which can be attributed to cooperation (and funding), rather than any other factors.

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[54] What is the added value of European Parliament/European Commission cooperation on communication and of the different forms of cooperation relative to a) the absence of cooperation?; b) alternative/new forms of cooperation?

We note that the analysis of added value is **more typically qualitative**, given that there is often not an easily identifiable counter-factual. Indeed, evidence of insights into a quantified perceived or measurable change in citizens' and stakeholders' knowledge as a result of European Parliament/European Commission cooperation were not consistently available. As such, we consider perceived changes in light of qualitative feedback and evidence with regards to the type of added value provided by the cooperation.

Perceived changes in awareness as a result of cooperation between the EPIO and the Representation

Added value can be said to have been achieved if there are perceived changes in awareness of target audiences as a result of European Parliament/European Commission cooperation activities. The evidence shows that, in places where cooperation is functioning well, there does appear to be an **increased awareness of the EU and joint activities**.

In countries such as Austria, Latvia and Sweden, among others, Houses of Europe (which in each case are also an EPS), were considered as flagship event spaces for 'Everything EU' and natural meeting places for EU-affairs among key stakeholders. Surveys of the general public conducted by the Representation in Latvia show that name recognition of the EU House (which hosts the EPS) was 36% and had increased by four percentage points since 2015. The increase in name recognition cannot be solely attributed to cooperation activities. A range of events take place in these venues, including external events organised by third parties. In the view of interviewees consulted by the evaluation, key stakeholder groups in capital cities are more effectively targeted than broader audiences, e.g. more rural and the "hard-to-reach" public (i.e. socio-economically marginalised communities), which remain challenging targets for the two offices singly and in combination.

Areas in which cooperation between the EPIO and the Representation has added most value

There are three key areas where cooperation has clearly added value: in the pooling of resources (financial added value), in increasing the legitimacy of messaging (political added value) and in creating networking effects (practical/operational added value).

The pooling of resources (financial added value)

An important area of added value identified as a key benefit by stakeholders is **the pooling of resources**. Through EPS's, joint communication activities and by to some extent sharing networks, cooperation makes resources available that would not exist otherwise. Human resources appear to be a key limitation for the EPIOs in particular based on perceptions. While there is an argument that when stripped of the political/diplomatic function of the Representations, numbers are much the same, there are economies of scale in the larger numbers. A joint physical meetings space also makes economic sense, since administrative costs can be shared. This economic saving provides an additional added value because since the launch of EPS's the budget has been in decline (around 40 % reduction between 2009 and 2015), meaning there is pressure to ensure available funds are used as cost-efficiently as possible.

Credibility and legitimacy in response to an identified need (political added value)

Political added value is another area where it can be argued that the sum of the results of the cooperation are greater than its parts. By involving both institutions in communication activities, the **credibility** of the message is increased and there is an enhanced visibility of the EU among the stakeholders of both institutions and from citizens as far as can be perceived. The combination of forces can amplify messages and make them more coherent. Again, this is especially critical given the limitations in institutional communication budget available for working at Member State level.

There is agreement about the 'potential' political added value of the Strategic Partnerships but interviewees in some of the countries visited argue that more could be done to exploit the advantages of this initiative to its full extent.

To the extent that it happens, having MEPs and Commission officials together at events (e.g. debates, conferences, etc.) speaking with authority on EU affairs has an added value from a democratic perspective. Since the two institutions (the European Parliament and the European Commission) are counterweights in a political system it is important to demonstrate that there is a representation of both. However, this is not a prerogative of an EPS. Such debate takes place in other Houses of Europe, underscoring the blurring of the dividing line highlighted throughout this report, and the case for rationalisation and simplification.

Given the political challenges facing the EU, most notably Brexit and widespread Euroscepticism, any interviewees feel that not joining forces is not an option, providing it is based on a good understanding of expectations and where the business case starts and ends. Evidence from interviews and country focus groups point to the perception that there is a **critical need to unify and speak with one voice** on behalf of the EU in relations with citizens, while not shirking democratic debate or conveying the different roles of the two institutions where that has its place, i.e. in situations where it is important that the difference between the European Parliament and the Commission is understood.

Networking effect (operational added value)

Co-location and joint cooperation also offers the more intangible benefit of having easy access to colleagues of the two institutions and the learning and exchange of practices and experiences. This **networking effect**, though difficult to quantify, is based on the idea that the more people engage in cooperation, the more valuable the relationship becomes. The two institutions have different agendas and priorities, but where there is common ground and common challenges that can be addressed jointly, previous sections have illustrated that cooperation can be more effective than going separate ways.

Would the same results be possible without cooperation between the EPIO and the Representation?

Another way to look at added value is to consider whether the same results would be possible without cooperation. As already shown above, there are significant reasons to

cooperate but, in terms of the consequences of non-action, likely side-effects (some of which are visible in cases where cooperation is weaker) include: increased fragmentation, duplication of effort and the absence of a strong EU voice.

Fragmentation and coordination difficulties

One likely consequence of stopping cooperation would be i**ncreased fragmentation and coordination difficulties**, especially for recurrent thematic events and major campaigns (such as European Years and European elections). On a practical level this could result in overlapping activities and messaging.

Duplication of effort

Furthermore, developing parallel channels of communication that speak to the same audiences would be a **duplication of effort**. There was broad consensus that cross-thematic activities and communication on EU values are two areas where cooperation can make a big difference.

Absence of strong EU voice

In countries with weaker incentives or capacity to communicate and inform on common EU values and the benefits of EU membership, cooperation between the EPIO and the Representation fulfils an important role and in best-practice countries, the EPS is **effectively the central communication platform on all EU-related topics**. This is particularly important where Member State do not attach high importance to communicating on the EU or indeed have an anti-EU, or at least Eurosceptic, message. This will be especially important in view of the upcoming European Parliamentary elections in 2019.

Additional scope and alternative forms of cooperation to the current forms

As discussed in Evaluation Question 6 under relevance, though greater synergies between the two offices could be developed, there is no simple formula that can be applied across all Member States.

There is limited evidence that cooperation through Strategic Partnerships has achieved greater additionality through increased synergies across stakeholders, but many of them are relatively recent and it is not yet possible to evaluate them fully. However, even if there is a substitution effect in terms of any funding the Member State makes available, the additional coherence should of itself be an advantage.

In terms of areas where there is additional scope for greater cooperation, EPIOs and Representations consulted confirm that there is more common ground when communicating around horizontal topics such as common EU values and EU citizenship that are priorities for both institutions. This is discussed in previous sections.

No interviewees considered that there were areas of cooperation that have not already been explored in one or more countries (though they were not necessarily aware of that). The consensus was, however, that the areas of promise across the board are:

- **Greater involvement of EDICs and other networks** – these are important multipliers of activities and messages, and remain underexploited as communication partners. This includes the EDICs though to a less extent. Many of these networks are present (and have their own networks) outside the cities where the EPIOs and Representations operate, and which they find it hard to reach. As such, they have the potential to reach a wider audience base.

- **Greater involvement of local and regional authorities** - involving local and regional authorities more in communication can help to increase the visibility of joint activities in the local context. This includes the members of the Committee of the Regions and the European Economic and Social Committee. There is a recognised risk that these may have their own agendas, but this merely implies using this resource judiciously.

- **Centralisation of lessons learnt and best practice** - cooperation on communication is currently not approached in a systematic way through the sharing of lessons learnt. Furthermore, providing a clear rationale and guidance (joint strategy) on how the two institutions can collaborate in Member States was seen by interviewees as a good starting point for developing a joint platform.

- **Clearer direction from Headquarters on cooperation** - there is consensus across the different countries visited that there is a lack of top down steer encouraging cooperation, as previous sections have made clear. Even if the political climate were thought not to be ripe for any formal declaration or memorandum of understanding, this still leaves scope for more strategic discussion at Headquarters level, that finds time to go beyond the immediate concerns dealt with in the frequent day-by-day cooperation.

- **Tailored messages** – providing more scope to tailor messaging, based on a more precise knowledge of target groups and topics that are relevant to the country or particular cities/regions. In some countries, the offices are moving in that direction, but nevertheless feel constrained by what they see as pressure from Headquarters to pursue a line which is the same across the EU, even if in their view it does not resonate locally, or could even be counter-productive.

- **Citizens' dialogues –** these are of two types, those organised by the Commission and those that may be organised locally in conjunction with civil society. In both cases, there appears to be more scope to increase collaboration in planning and promotion.

Conclusions

Conclusions

While it may not be possible to quantify the added value from the cooperation between EPIOs and the Representations, notably within the EPS framework, empirically it is reasonable to assume that there is financial, political and operational added value that are worth pursuing. This cooperation avoids fragmentation and duplication of effort, and ensures the EU speaks with a single voice when it is appropriate. There are no obvious areas of potential cooperation that are not being exploited in one or a number of EU Member States, but the overall picture is one where EU-wide full potential of these has yet to be realised. These include Strategic Partnerships, ad hoc partnerships, working with EDICs and other European Commission networks, working more closely with local and regional figures with whom there is a shared interest (within or outside formal partnerships) and more exchange of good practice and on business cases for cooperation.

7 Main conclusions and recommendations

7.1 Main conclusions

Relevance

In Member States with an EPS, joint communication priorities are **consistent with the institutional communication goals** as they emphasise the interinstitutional political prioritie, the future of Europe and culture, promotion of culture having been one of the original objectives for the EPS. Cooperation on communication activities is not limited to EPS's. It is less formal but real in a number of Houses of Europe.

There are **limits to cooperation** inherent in the nature of the institutions and the office, though there is no consensus on where those limits lie. The current collaboration model also has limits to the extent to which it can be relevant given the human resources and financial constraints, making it challenging to reach new audiences.

Priorities are also consistent in terms of **targeting**, with a focus on citizens, in particular youth, and multipliers who reach those audiences. Stakeholders important to legislative developments are another major target.

Analysis of target groups' needs is an exception, though there are some good practice examples from a range of countries, larger and smaller, which show what is possible. The challenge remains consolidating these studies (including ex-ante and monitoring) into a regular practice with the aim of using the results as a planning tool to become more relevant to the audiences which the funding is appropriate to reach.

Cooperation is diverse and the tools are decided locally. In most cases, there does not appear to be a more general strategic reflection on the adequacy of the current communication tools, or what is appropriate in the context of cooperation. This leads to a high reliance on tried and tested activities. These are events on EPS premises, including those organised by civil society and major outreach events around recurrent events.

Effectiveness

Cooperation in the Member States is **more effective at communicating on EU recurrent themes and common values** than on disseminating *joint* messages on the interinstitutional political priorities.

Target group engagement is positive when it comes to relations with stakeholders and partners, but there are **challenges communicating with broader audiences.** The upcoming European elections are a challenge to this which is recognised and seen to be urgent to address if it is to be met effectively.

The complexity of **monitoring both EPS and non-EPS activities within a single format**[55] makes it difficult for Headquarters to have a clear picture of cooperation or provide an adequate top-down steer on expectations.

Cooperation between the two institutions has nevertheless **improved the quality and impact** of communication on the EU via effective engagement with target groups, leveraging synergies with formal and ad hoc partners and outreach. Having shared offices and common spaces has contributed significantly to this.

The backdrop to delivering effectiveness is a patchwork of difference approaches – 26 Houses of Europe (of which one describes itself as a European Space, but the others all use Houses of Europe in some form), 18 EPS's, 13 Strategic Partnerships, other types of partnership of various types in most but not all Member States, and provision of publications and answer to questions in various configurations, of which the Europa Experience in two countries is the most recent addition.

The effectiveness of the cooperation between the EPIO and the Representation as a means of meeting communication goals is currently **limited by several factors**.

- The **diversity of cooperation concepts** in place, none of which have been rolled out in all Member States.
- **Variability going beyond national specificities**: having an EPS does not necessarily result in closer cooperation or more cooperation than in a non-EPS House of Europe, nor does having a Strategic Partnership.
- **No common understanding of what is expected** beyond the formal processes for an EPS, thus allowing for a disproportionate influence of personalities, difference approaches to collaboration structures and an absence of incentives to developing a cooperation reflex.

Efficiency

The **House of Europe format has been a success** which of itself has delivered efficiencies and cost-effectiveness. This is even greater where there is the (small) budget and the combined planning of having an EPS.

Assessing the efficiency of the different types of cooperation is significantly hampered by the fact that the **budgets are not comparable** because they do not all fund the same categories of expenditure.

Much the same applies to **Strategic Partnerships** and the EPS: the cost-effectiveness is diverse, but the advantage of involving others in a formal framework in order to make the most of pooled resources is not disputed.

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[55] Comprehensive reporting would involve, for instance, to cross-reference actions similar to the Representations' activities covered in the "Events & Actions" tool in an EPS or non-EPS framework.

Cooperation with EDICs and other networks is also variable, but cooperation with other networks seems is the least strategic form of any of the forms of cooperation.

A greater **cooperation reflex** across the board would improve cost-effectiveness, irrespective of whether an activity is covered by joint Work Plans or not. This could be facilitated by having a single person responsible for this across both offices, redesigning Work Plans as communication plans and working more closely to avoid overlaps in areas such as schools and certain stakeholder groups.

The Representations' "Events & Actions" reporting tool shows scope for **simplification** and improved user-friendliness.

Developing **business cases** (for occasions such as the 60th anniversary of the Rome Treaty or Nobel Prize) around different types of cooperation or around certain events, such as the European elections or European Years, would deliver greater cost-effectiveness across all offices.

Efficiency is hampered by the fact that it is ten years since the EPS definition and designation, and the justification for 18 locations having an EPS and other not, formally reviewed. The **distinction has become blurred and potentially inequitable** vis-à-vis Houses of Europe cooperating de facto in many of the same areas as the EPS's.

In redefining the EPS, thought needs to be given to **physical criteria for infrastructure** to be implemented over time as budgets and opportunities for renovation, expansion and relocation allow.

Coherence

Coherent communication appears to be achieved in **"values" communication activities** in Member States, with joint planning and regular structured meetings on events such as Europa Day and the 60th anniversary of the Treaty of Rome, where an overall EU brand is felt appropriate.

However, the **absence of tools and joint reflection** on how to ensure and enhance the coherence of joint activities can limit coherence, or even lead divergence in countries where there is no clear view on respective roles, on where coherence can be promoted, for which other "values" events there is a business case for cooperation and where limits to cooperation lie. There are **clear examples of best practice**, but the overall picture is mixed.

The **cycles over time** can be a barrier to cooperation in particular for press and social media activities, given the differences in messages and the timing at which they are topics of each institution to talk about, but proper coordination ensures coherence.

There is a consensus on the need for cooperation allied with coherence to **fill the communication vacuum** on the EU in certain Member States and on the urgency on agreeing of ensuring coherence as **the European elections** approach.

Cooperation with EDICs is proactive in many countries, but **mechanisms are needed to ensure coherence**, especially with the EPIOs, in order to avoid coherence being limited to the **local level, i.e. individual EDICs, rather than central level**.

Coherence with other networks result from **individual initiatives** – mostly on the part of Representations. There are good-practice examples of partnering with the Member States and other entities, and **successful partnerships** are vehicles for coherence. These include Strategic Partnerships and ad hoc partnerships.

The regular IGI meetings provided a framework for interinstitutional prioritisation and coherence, and the Management Partnerships created bonds with Member State governments for coherence at national level, that have left **a gap at both EU and Member State level that is inimical to coherence**.

Added value

Empirically it is reasonable to assume that **there is financial, political and operational added value that are worth pursuing.** This cooperation avoids fragmentation and duplication of effort, and ensures the EU speaks with a single voice when it is appropriate.

There are no obvious areas of potential cooperation that are not being exploited in one or a number of EU Member States, but the overall picture is one where EU-wide **the full potential has yet to be realised**.

The range of approaches to which this applies include Strategic Partnerships, ad hoc partnerships, working with EDICs and other European Commission networks, working more closely with local and regional figures with whom there is a shared interest (within or outside formal partnerships), more joint (or shared) capacity-building, and more exchange of good practice and on business cases for cooperation.

7.2 Recommendations

Three main aspects need to be addressed for cooperation to improve:
- a **strategic interinstitutional approach** should be defined regarding common areas of cooperation and joint processes;
- an **appropriate** EU **budget** should be **allocated specifically** for cooperation activities; notably with a view to the next multiannual financial programming period ;
- a **culture of cooperation** will be necessary to allow this renewed approach to succeed.

These aspects can be achieved by implementing the following specific recommendations:

- **Simplify the landscape of cooperation formats**: transition from the EPS concept to a broader cooperation under the House of Europe banner (with specific allocated EU budget), to be used as a concept in all Member States. This upgraded concept should include different modules, which could be selected in each Member State to meet national needs, specificities, infrastructure and budgets. Modules should in particular feature:

  - conference centre;

- exhibition space; and
- Europa Experience (with sub-modules a) Information Point and b) interinstitutional multimedia experience, and c) library/reading area);
- joint publications.

Adoption and implementation of modules should form the basis of allocation of funding from a single EU Cooperation funding budget. Additional funding should be foreseen for Houses of Europe to remain open at evenings and weekends.

As an obligatory module, cooperation activities should be evaluated every 3 years.

- **House of Europe should not be only seen as a concept confined to the limited physical space of the premises**: in order to attract the "non-persuaded" in larger numbers, events outside its premises should be organised and promoted (such as larger concerts and lectures, in partnership with players in the cultural and educational sphere).

- **Guidance should be provided by European Parliament and European Commission Headquarters to the two offices in each Member State.** This should then be embedded in **dialogue** (including live discussions) concerning the local House of Europe modules to be implemented. Such a tailored approach, to be identified through the dialogue should address local specificities regarding the needs of target groups, as well as local staffing and infrastructure. Processes should be introduced to involving the two institutions' regional offices in the Cooperation.

  The single model under the upgraded House of Europe concept should continue to have **joint Work Plans** (as do the EPS at present). In addition, the section in the respective country strategies on cooperation with the other office should be drafted jointly.

  The two offices should run an **independent national target group segmentation exercise**, for which Headquarterss should provide a "terms of reference" template. The two offices should also conduct a **stakeholder mapping** together. Offices should have maximum freedom to **choose priorities**. The joint Work Plans should be evidence-based, drafted in a comparable/structured Excel format, and describe:
  - where the offices see the added value in cooperation; and
  - how they plan jointly to reach new or ongoing priority audiences.

  The Work Plan of the House of Europe should be designed as a Communication Plan, including business cases for different types of cooperation or around certain events, such as the European elections, European Years, anniversaries of important steps or achievements of European integration. In particular, pragmatic cooperation and coordination should be envisaged on the ground in view of the upcoming European elections.

- To foster the culture of cooperation, **Headquarters should do more to convince offices of its value.** In particular, processes are required to ensure that guidance and objectives are trickled down to all relevant levels of management and officials, both

at the Headquarter and Member State levels. Such processes should include at least bi-annual coordination meetings (including exchange of best practice) for Heads of Communication and designated Cooperation Coordinators.

Another element of the culture of cooperation should be a **strategic approach for partnerships** (discussed with the Council's Working Party on Information)**,** in particular for:

- national governments (attempting to make SP the norm everywhere);
- EDICs and other European Commission networks;
- other EU institutions [EIB, CoR and EESC (or their members)];
- network of National Institutes of Culture (EUNIC) – as a matter of urgency, as 2018 is the European Year of Cultural Heritage.

Strategic and Ad hoc Partnerships should be better documented and incorporated in reporting processes.

- The Cooperation should be supported by a joint **Cooperation Coordinator** in each Member State (paid by the specific House of Europe budget). One of the roles of the Coordinator should be to identify areas of capacity building (such as social media and training on a range of issues including language skills and communication expertise).

- Need to address the misalignment in the level of authority over financial issues between the two offices, which is a barrier to closer cooperation.

- Encourage high level exchanges, such as existed previously in the context of the former Interinstitutional Group and the 27-27-27 meetings.

- In particular, the 27/27/27 meetings should **establish a working group providing guidance for the two offices on whether they should communicate case-by-case with individual (European Parliament or European Commission), dual (European Parliament and European Commission together) or joint (under "EU" or "House of Europe") branding**, depending on (and to be tailored based on):
  - target group in question;
  - topic;
  - recurring events (e.g. Europe Day, European Years);
  - tool (e.g. social media);
  - timing, depending on:
    - level of agreement between the two institutions on specific issue;
    - status of legislative process
    - nature of issue ("political topic" or "promoting European approach")- where the two institutions might find themselves cooperating more regularly on the latter than on the former and;
    - start/end of College's mandate/EP's term/European elections approaching.

- Cooperation should be supported by materials produced by communication experts and tailored to national contexts. Hence the **two offices should be involved in/provide input to editing of materials produced centrally** in the official language(s) of their Member State. The allocation of such task should be met with the granting of appropriate resources to the offices.

- Concerning **operational aspects**:
  - Monitoring the Cooperation should be made possible by both institutions throughout the year (rather than only at the end / reporting phase).
  - The tool used for monitoring should include fewer questions than the Representations' 'Event & Actions' tool columns and require less (quantitative) data, include filtering for ease of use, allow for better visualisation of data. This upgrade of the tool should also be accompanied by more feedback provided by Headquarters to the two offices regarding the ways data collected via the tool is used.
  - Use of state-of-the-art digital tools:
    - by the two offices for a common document repository, joint calendar and meeting room booking system;
    - by the two Headquarters for a reporting tool (allowing for monitoring).

- The **Future of Europe exercise** will be concluded end 2017 and rolled out (by Member States as well as European Parliament and European Commission) in 2018-2019. This will coincide with the run-up to the European Elections in 2019, hence creating a perfect common denominator for joint communication action around this crucial topic.

Annex A - List of documents consulted

Information source	Year	Origin	Summary
Communications / Declarations / White Papers			
White Paper on the Future of Europe	2017	European Commission	This White Paper sets out possible paths for the future of Europe. With Europe facing a great many challenges, from globalisation, to the impact of new technologies on society and jobs, to security concerns and the rise of populism, the White Paper seeks to identify the opportunities that these trends present. It offers five scenarios for the Union's evolution.
Bratislava Declaration and Roadmap	2016	European Council	This Declaration and Roadmap presents reflections on the state of the Union and sets out objectives agreed on during the informal Bratislava Summit of 27 Member States held on 16 September 2016, in the aftermath of the UK referendum on leaving the EU.
Interinstitutional Agreement on Better Law-Making	2016	European Parliament, Council of the European Union, European Commission	This Agreement sets out a series of initiatives and procedures agreed on by the three institutions in order to pursue better law-making.
Communication to the Commission: Synergies and Efficiencies in the Commission – New Ways of Working	2016	European Commission – Secretariat General	This Communication concerns the functioning of European Commission coordination and support communities and measures to simplify and rationalise working methods and ensure efficient use of scarce resources.
Joint Declaration on the EU's legislative	2016	European Commission,	This Joint Declaration, the first of its kind, sets out the EU's

priorities for 2017		European Parliament, Council Presidency	objectives and priorities for the legislative process in 2017.
Communicating European in Partnership	2007	European Commission	This Communication builds on the results of 3 initiatives centred on listening, communicating and 'going local' to consolidate existing activities and formulate proposals to serve as a basis of an enhanced EU communication policy which respects the autonomy of the different institutions.
White Paper on a European Communication Policy	2006	European Commission	This White Paper sets out the EC's vision for the EU communication policy and identifies key areas for consultation and future action.
Management Plans / Memoranda of Understanding			
DG COMM Management Plan 2017	2017	European Commission – DG COMM	It defines and implements DG COMM's new role as domain leader for external communication, determining new ways of working with the DGs to achieve synergies and efficiencies and a more strategic approach to communication to support the political priorities.
DG COMM Management Plan 2016	2016	European Commission – DG COMM	This Management Plan presents the main expected outputs of DG COMM for 2016.
DG COMM Strategic Plan 2016-2020	2016	European Commission – DG COMM	This Strategic Plan highlights DG COMM's strategy, objectives and KPIs for 2016-2020.
Memorandum of Understanding between the European Parliament and the European Commission concerning Europe Direct	2012	European Commission, European Parliament	This Memorandum of Understanding between the European Parliament and the European Commission details the working methods of Europe Direct services.

IGI Reports			
Report on the implementation of the 2012 inter-institutional communication priorities	2013	European Commission – DG COMM	This report outlines the main developments within interinstitutional cooperation during 2012 in line with the political declaration "Communicating Europe in Partnership".
Report on the implementation of the 2011 inter-institutional communication priorities	2012	European Commission – DG COMM	This report examines the implementation of the common communication priorities for 2011, describes good practices, identifies lessons learnt and recommendations and provides an insight into the current status of the formal partnerships.
Report of the implementation of the 2010 inter-institutional communication priorities	2011	European Commission – DG COMM	This report examines the implementation of the common communication priorities for 2010, describes good practices and identifies lessons learnt, recommendations on the importance and challenges of partnerships, on work with media and target groups and lists successful instruments to convey messages.
Report on the implementation of the 2009 inter-institutional communication priorities	2010	European Commission – DG COMM	This report examines the implementation of the European Parliament , Council and European Commission common communication priorities for 2009, identifies best practices and draws conclusions on the importance of partnership, the use of media, the choice of appropriate messages and the role of planning.
Strategic and ad hoc partnerships			
Strategic Partnership Communication Plan template	2017	European Commission – DG COMM	This is a template for a Strategic Partnership Communication Plan.
Strategic Partnership	2017	European	This is a template for a

Memorandum of Understanding template		Commission – DG COMM	Memorandum of Understanding between local/regional governments, the European Parliament and the European Commission on Strategic Partnerships.
Overview of partnerships development 2013-2016	2016	European Commission – DG COMM	This table provides an overview of the partnerships developed between EPIOs and Representations in each Member State between 2013 and 2016.
Declaration on the cooperation for communication in the EU in 2017	2016	Representation in Latvia, EPIO in Latvia, Latvian Foreign Affairs Ministry	This Declaration (in Latvian) lays the ground for the cooperation on communication on the EU in Latvia in 2017.
Draft Memorandum of Understanding on Strategic Partnership	No date	European Affairs Committee of the Saeima (Parliament of Latvia), EC, EPIO in Latvia	This draft Memorandum of Understanding sets a Strategic Partnership aimed at informing the population of Latvia about essential matters of Latvia's membership in the EU as well as facilitating a wider inclusion of the population in the debate on EU issues.
Memorandum of Understanding between "Security made in Lëtzebuerg" and the European Commission (Luxembourg)	2016	European Commission – DG COMM	This Memorandum of Understanding between a *Groupement d'intérêt économique* and the European Commission sets out an ad-hoc partnership to ensure that objective information about the EU is available to the widest possible audience in Luxembourg in order to promote active participation in public debate on EU issues.
Declaration on a Strategic Partnership for Communication Actions, 2015-2017	2015	Representation in Hungary, EPIO in Hungary, Hungarian Prime Minister's Office	This Declaration sets out the continuation of joint communication activities between the three parties from 1 April 2015 to 31 December 2017.
Memorandum of Understanding on a	2014	European Commission –	This Memorandum of Understanding (in German)

		Austrian Ministry of External Affairs, European Integration	between the European Commission and the Austria Foreign Affairs Ministry sets out a strategic partnership for the continuation of the "European begins in the Communities" initiative.
strategic partnership for the continuation of the "Europe begins in the Communities"			
Memorandum of Understanding between the French Foreign Affairs Ministry, the European Parliament and European Commission and Communication Plan	2014	French Foreign Affairs Ministry, European Commission, European Parliament	This Memorandum and Communication Plan set the Strategic Partnership aiming at guaranteeing the wide availability of objective information on the EU among the general public in France in order to promote an active participation to the public debate on EU issues.
Memorandum of Understanding on the Strategic Partnership to ensure that objective information about the EU is available to the widest possible audience in Belgium to promote active participation in public debate on EU issues	2014	Government of Belgium, EPIO in Belgium, Representation in Belgium	The partnership aims at implementing communication activities in Belgium specified in an annual Joint Action Plan.
Memorandum of Understanding on the Strategic Partnership to ensure that objective information about the EU is available to the widest possible audience in Sweden to promote active participation in public debate on EU issues	2014	Government of Sweden, European Commission, European Parliament	The partnership aims at implementing communication activities in Sweden specified in an annual Joint Action Plan.
Strategic Partnership Memorandum of Understanding on promoting EU related issues and raising	2012	Representation in Cyprus, EPIO in Cyprus, Republic of Cyprus	This Partnership aims at cooperating on issues improving the understanding of the EU in Cyprus based on the interinstitutional communication

awareness of EU initiatives in the lives of citizens in Cyprus			priorities for 2013-2014: Economy and Citizens concerns.
Memorandum of Understanding "Communicating Europe in Partnership"	2009	Irish Government, European Commission, European Parliament	This Memorandum aims to ensure that objective information about the EU is available to the widest possible audience in Ireland in order to promote active participation in public debate on EU issues in Ireland.
<td colspan="4" style="background:green">**European Parliament**</td>
Report on events organised by the EPIOs on the occasion of the Europe Day 2016	2016	European Parliament	This report presents and assesses the events organised by the EPIOs on the occasion of the Europe Day 2016.
Report on events organised by the EPIOs on the occasion fo the International Women's Day 2016	2016	European Parliament	This report presents and assesses the events organised by the EPIOs on the occasion of the International Women's Day 2016.
Report on events organised by the EPIOs on the occasion of the EY for Development 2015	2016	European Parliament	This report presents and assesses the events organised by the EPIOs on the occasion of the EYD 2015.
Report on events organised by the EPIOs on the occasion of the LUX Prize 2015	2016	European Parliament	This report presents and assesses the events organised by the EPIOs on the occasion of the Lux Prize 2015.
Report on events organised by the EPIOs on the occasion of the Sakharov Prize 2015	2016	European Parliament	This report presents and assesses the events organised by the EPIOs on the occasion of the Sakharov Price 2015.
The European Parliament Information Offices Annual report 2016	2016	European Parliament	An overview of all activities implemented in the EU countries during the year 2016 (e.g. from legislative activities to social media).
Report on events organised by the EPIOs	2016	European Parliament	This report presents and assesses the events organised by the EPIOs

on the occasion of the Citizens' Prize 2015			on the occasion of the Europe Day 2016.
European Elections 2014 information campaign: Global report on the activities implemented by the EPIOs in the EU Member States from September 2013 to May 2014	2014	European Parliament – DG COMM	This report presents a summary of the overall contribution of the EPIOs to the EE 2014 institutional communication campaign.
A presentation of the EPIOs	2014	European Parliament – DG COMM	This brochure for MEPs provides an overview of the main communication activities carried out by EPIOS.
Note to the Members of the Bureau: Action Plan for the Implementation of Parliament's updated communication strategy 2011-2014	2011	European Parliament – General Secretariat	This note presents the Action Plan adopted by the Working Group for Information and Communication Policy for adoption.
EPS activity reports and others			
EPS Work Plans 2017	2016	European Commission, European Parliament	These are the EPS Work Plans for 2017 for Austria, Cyprus, the Czech Republic, Germany, Estonia, Greece, Spain, Finland, Hungary, Ireland, Italy, Latvia, the Netherlands, Portugal, Romania, Sweden and the UK.
Note for the attention of Ms. Danuta Hübner: Works plans of the EPS's for 2017 and Report on EPS activities 2015	2016	European Commission – DG COMM, European Parliament – DG COMM	This note introduces the Work Plans of the EPS's for 2017 and the report on EPS activities in 2015.
EPS Events and Actions 2016	2016	European Commission – DG COMM	These reports presents the activities carried out in 2016 in EPS's in Athens, Berlin, Bratislava, Bucharest, Budapest, Cardiff, Copenhagen, Dublin, Helsinki, Lisbon, Ljubljana, London, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn, The Hague,

			Vienna and Zagreb.
EPS's activity report 2015	2015	European Commission – DG COMM, European Parliament – DG COMM	This report presents the consolidated results of EPS's activities in 2015 in Austria, Cyprus, the Czech Republic, Denmark, Estonia, Finland, Germany, Greece, Hungary, Ireland, Italy, Latvia, the Netherlands, Portugal, Romania, Spain, Sweden and the UK.
EPS Events and Actions 2015	2015	European Commission – DG COMM	These reports presents the activities carried out in 2015 in EPS's in Athens, Berlin, Bonn, Brussels, Bucharest, Budapest, Cardiff, Copenhagen, Dublin, Helsinki, Lisbon, London, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn, The Hague and Vienna.
EPS Events and Actions 2014	2014	European Commission – DG COMM	These reports presents the activities carried out in 2014 in EPS's in Athens, Berlin, Bratislava, Bucharest, Budapest, Cardiff, Copenhagen, Dublin, Edinburgh, Helsinki, Lisbon, Ljubljana, London, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn, The Hague, Vienna and Warsaw.
EPS's activities 2014	2014	European Commission – DG COMM, European Parliament – DG COMM	This report presents the consolidated results of EPS's activities in 2014 in Austria, Cyprus, the Czech Republic, Denmark, Estonia, Finland, Germany, Greece, Hungary, Ireland, Italy, Latvia, the Netherlands, Portugal, Romania, Spain, Sweden and the UK.
EPS reporting tool data 2013	2013	European Commission – DG COMM	These data relate to the activities carried out in EPS's in 2013 in Athens, Barcelona, Belfast, Berlin, Bonn, Bratislava, Bucharest, Budapest, Edinburgh, Munich, Brussels, Copenhagen, Dublin, Helsinki, Lisbon, Ljubljana, London, Milan, Madrid, Marseille,

			Nicosia, Paris, Prague, Riga, Rome, Sofia, Stockholm, Tallinn, The Hague, Valletta, Vienna, Vilnius, Warsaw, Wroclaw
EPS's activities 2013	2013	European Commission – DG COMM, European Parliament – DG COMM	This report presents the consolidated results of EPS's activities in 2013 in Austria, the Czech Republic, Denmark, Estonia, Finland, Germany, Hungary, Ireland, Italy, Latvia, the Netherlands, Portugal, Romania, Spain, Sweden and the UK.
EPS activity reports 2012	2012	European Commission – DG COMM	These reports presents the activities carried out in 2012 in EPS's in Berlin, Copenhagen, Dublin, Helsinki, Lisbon, Madrid, Prague, Riga, Rome, Sofia, Tallinn and The Hague.
EPS activity reports 2011	2011	European Commission – DG COMM	These reports presents the activities carried out in 2011 in EPS's in Berlin, Copenhagen, Dublin, Helsinki, Lisbon, Madrid, Prague, Riga, Stockholm, Tallinn, The Hague and Vienna.
EPS activity reports 2010	2010	European Commission – DG COMM	These reports presents the activities carried out in 2010 in EPS's in Berlin, Copenhagen, Dublin, Athens, Lisbon, Madrid, Prague, Riga, Sofia, Stockholm, Tallinn and Vienna.
EPS Assessment report 2009	2009	European Commission – DG COMM, European Parliament – DG COMM	This report presents the results of the assessment of the activities and added value of EPS's in Berlin, Copenhagen, Dublin, Helsinki, Lisbon, Luxembourg, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn and Vienna.
EPS July-August 2009 survey results	2009	European Commission – DG COMM	These aggregated survey results assess the activities and added value of EPS's in Berlin, Copenhagen, Dublin, Helsinki, Lisbon, Luxembourg, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn and Vienna.

EPS 2009 survey results	2009	European Commission – DG COMM	These survey results present the activities and added value of EPS's in Berlin, Copenhagen, Dublin, Helsinki, Lisbon, Madrid, Nicosia, Prague, Rome, Stockholm, Tallinn and Vienna.
EPS activity report for 2009	2009	European Commission – DG COMM, European Parliament – DG COMM	This report addresses the events, visitors, promotion, added value, functioning and human and financial resources of EPS's in Berlin, Copenhagen, Dublin, Helsinki, Lisbon, Madrid, Nicosia, Prague, Riga, Rome, Stockholm, Tallinn and Vienna.
Code of Conduct for Communicating Together - EPIOs and European Commission Representations – Specific working methods for EPS's	2008	European Parliament – BUDG Committee	This answer to the questionnaire on the discharge for implementation of the EU 2008 budget presents the specific working methods for EPS's.
The European public space observatory – assembling information that allows the monitoring of the European public space (EUROPUB)	2004	European Commission – DG RTD	This report presents the main findings of the EUROPUB project and their policy implications. The project was carried out under the 5th Community RTD Framework Programme of the EU (1998-2002).
Budgetary information			
InfoPoint budget lines 2010-2016	2016	European Commission – DG COMM	This document lists the budget lines for InfoPoints between 2010 and 2016.
Budget pre-allocations (confidential)	2016	European Commission – DG COMM	Budget European Commission Representations pre-allocations for the year 2016 for all 28 EU countries (excel file)
Member States – Representation – EPIO			
Country Strategies	2017	European	This check-list provides a

2017 check-list for the desks		Commission – DG COMM	framework for the assessment of Communication Strategies at Member State level.
Representation events and actions target audiences 2015-2016	2017	European Commission – DG COMM	This file lists the events and actions target audiences of each Representation in 2015 and 2016.
Europa in Deutschland 2015	2016	Representation in Germany	This report presents the achievements of the Representation in Germany in 2015.
Representation Mission statement	2017	European Commission – DG COMM	The mission statement lays down the core tasks of Representations.
Representation reporting tool data 2013	2013	European Commission – DG COMM	This document lists all the events and actions organised by Representations in each Member State in 2013.
Evaluations / Feasibility studies			
Roadmap for the Evaluation of the cooperation in communication between the European Parliament and the European Commission in the Member States	2016	European Commission – DG COMM	This indicative roadmap states the purpose, content, subject and scope of the evaluation.
Evaluation of the European Parliament and European Commission cooperation in communication in the Member States Consultation Strategy	2016	European Commission – DG COMM	This document sets out the strategy for the public consultation to be carried out in the framework of the evaluation.
Mid-term evaluation of the EDICs (2013-2017)	2016	European Commission – DG COMM (Coffey, Deloitte)	This evaluation examines the performance of the 3rd generation of EDICs against the stated objectives and following adjustments to the mission and management system of the generation launched in January 2013.

Ex-post evaluation of the institutional information and communication campaign for the 8th European Parliament elections held in May 2014	2015	European Parliament – DG COMM (Deloitte)	This report provides an evaluation of the overall strategy and methodology of the first such campaign after the entry into force of the Lisbon Treaty in 2009.
Horizontal Evaluation of Management Partnerships	2014	European Commission – DG COMM (Deloitte)	This report provides the horizontal evaluation for Management Partnerships between 2006 and 2012 and recommendations.
Ex-ante appraisal and feasibility study on the establishment of a European house for civil society	2014	European Commission – DG COMM (ICF)	This study assesses the added value of creating an EHCS to support citizens and CSOs in influencing and contributing to policy-making at European level, based on an analysis of EU citizens' and civil society's needs.
Evaluation of the Share Europe Online pilot project	2014	European Commission – DG COMM (Coffey)	This report provides an evaluation of the Share Europe Online pilot project, recommendations on the continued support of social media in Representations and EPIOs and suggestions for how to increase the targeting of online activities in line with the broader vision for institutional communication to the public.
Other			
Communication narrative DG COMM	2017	European Commission – DG COMM	This presentation for the Council Working Party on Information sets out the communication narrative of DG COMM (European Commission).
Satisfaction survey on the Representations of the European Commission in the Member States (Flash Eurobarometer 176)	2006	European Commission – DG COMM	This survey measures the opinion of opinion leaders on their experiences with the Representations in Denmark, Germany, Spain, France, Ireland, Italy, Portugal, the UK, Estonia, Hungary and Slovenia.

OUTCOME OF PROCEEDINGS Working Party on Information on 19 January 2017, Brussels, 25 January 2017	2017	Council of the EU	The proceedings of the Working Party on Information on 19 January 2017, as reported by the General Secretariat of the Council to the Delegations.

Annex B - Public consultation findings

Introduction

A Public Consultation supporting the current evaluation was online between 1 February and 8 May 2017. The objectives of the consultation, in line with the requirement stipulated in the Better Regulation Guidelines published in May 2015, were to:

- Allow citizens and stakeholders across the European Union (EU) to provide views on different aspects of European Parliament (EP) and European Commission (EC) cooperation in communication in the Member States.
- Gather results to improve the cooperation between both institutions.

The public consultation questionnaire included 15 questions focussed on the following topics:

- **Identification data**: background information about participants, including contact information, nationality, gender, age and occupation
- **EU information needs and sources**: most relevant type of information consulted and sources that participants go to or find more effective
- **Awareness and satisfaction with EPIOs' and Representations' communication services**: awareness, experience, interaction and degree of satisfaction of participants with joint activities and services provided by the EPIOs and Representations, in particular in the framework of House of Europe and European Public Spaces (EPS's)
- **Additional comments and suggestions**: room for open comments / views on the Houses of Europe and EPS's.

Profile of respondents

In total, the public consultation received **105 responses**, covering 21 EU Member States, as illustrated below.

Figure 9: Overview of nationality of participants
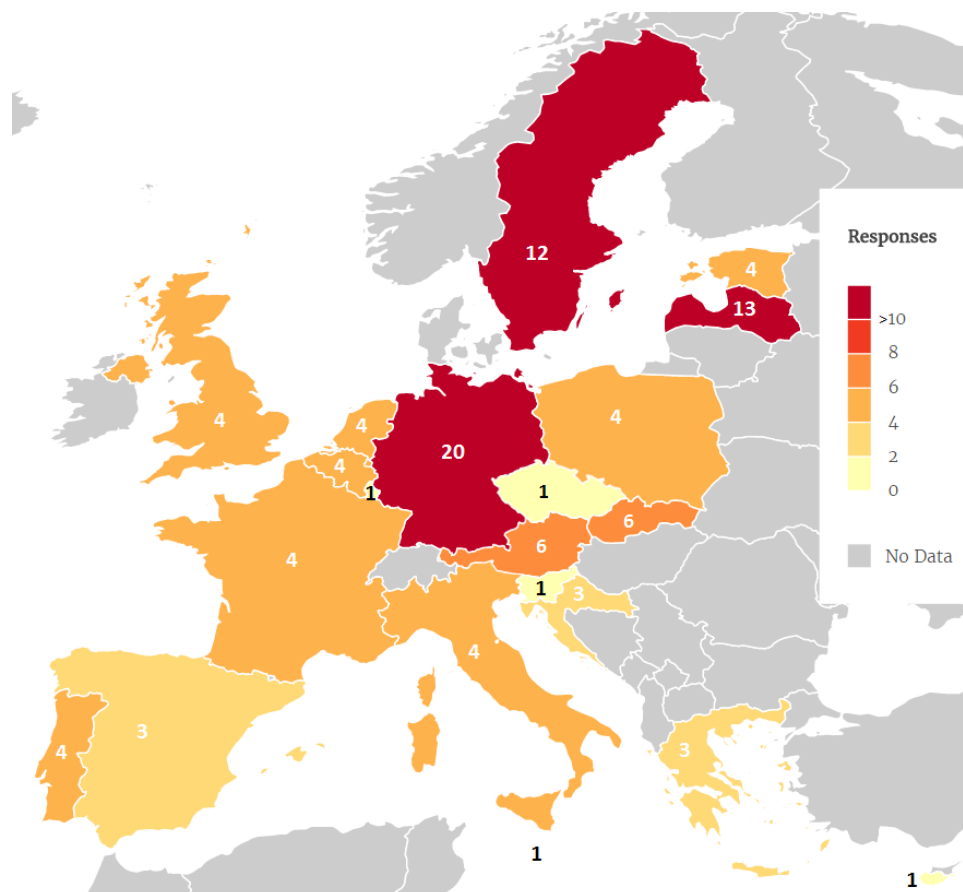
Austria	6	France	4	Malta	1	Spain	3
Belgium	4	Germany	20	Netherlands	4	Sweden	12
Croatia	3	Greece	3	Poland	4	United Kingdom	4
Cyprus	1	Italy	4	Portugal	4		
Czech Republic	1	Latvia	13	Slovak Republic	6	Other	2
Estonia	4	Luxembourg	1	Slovenia	1		

Note: two participants selected 'other' as nationality and are not part of figure

Participants from Germany, Sweden and Latvia were the main contributors to the consultation and the only countries that achieved double-digit number of responses. With the exception of Germany, populous countries such as France, United Kingdom, Italy or Poland registered low response rates.

In terms of gender, participants in the public consultation registered a roughly even split, with slightly more responses from women (54 responses in total) than from men (51 responses). The age groups of respondents showed a good representation of all age-bands with a slight over-representation of the younger age groups (<35).

Figure 10: Overview of respondents' age
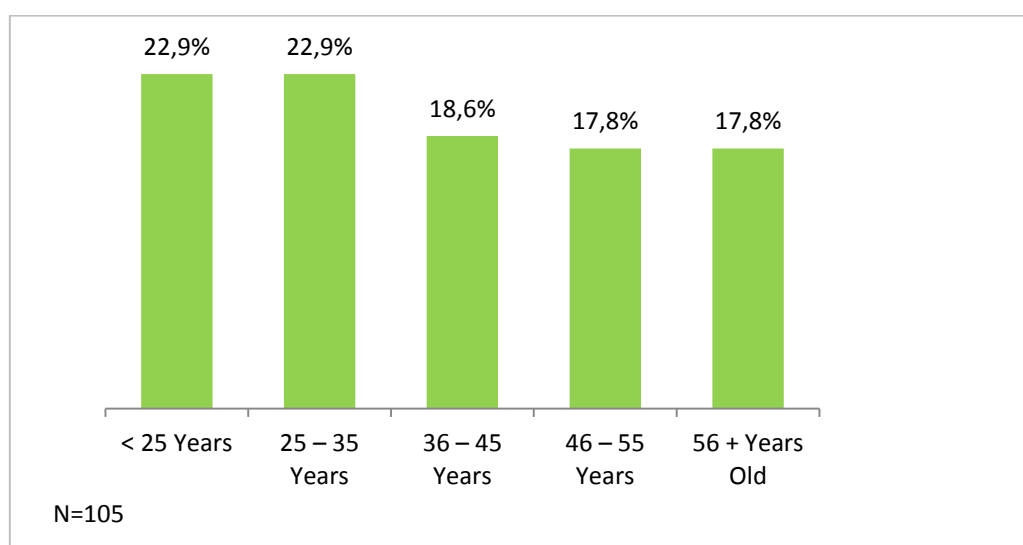
In terms of occupation of participants, more **than four out of ten respondents (42%) reported being employed in a public sector organisation**. The next most frequent groups were students and private sector employees who had an almost equal share of the responses (18% and 17% respectively). Responses were also registered from retired (8%), self-employed (6%), unemployed (3%) and other respondents (6%). The figure below summarises participants' occupations.

Figure 11: Overview of respondents' occupation
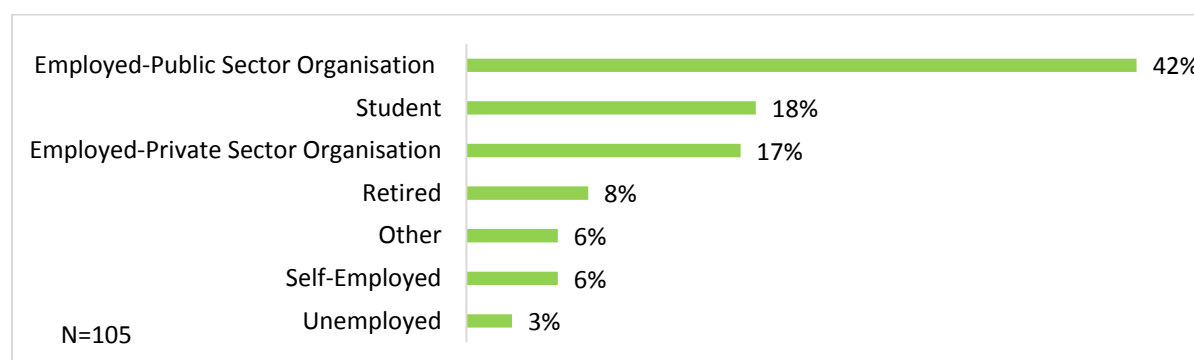
EU information needs and sources

In terms of EU-related information that participants find most relevant, there was a relatively balanced interest in a broad menu of topics. **News on current issues, EU policies, practical information on EU rights, the functioning of the EU and its institutions, and EU grants and funding programmes topped the list of main interests** of participants. Because the sample of respondents to the consultation was mostly composed of stakeholders working in the public sector, topics related to job opportunities, information about European Parliament representation in the different countries and regions, mobility opportunities for youth and business opportunities in the EU were judged less relevant.

Figure 12: "What kind of information about the EU do you consider most relevant to you?"

Information type	Value
Latest news on topical issue	66
Information about EU policies	65
Practical information on my EU rights	59
How the EU and its institutions work	56
EU grants and funding programmes	53
Job opportunities	43
Who represents my country/region in the EP	41
Mobility opportunities for youth	39
Opportunities for my business in the EU	21

N=443
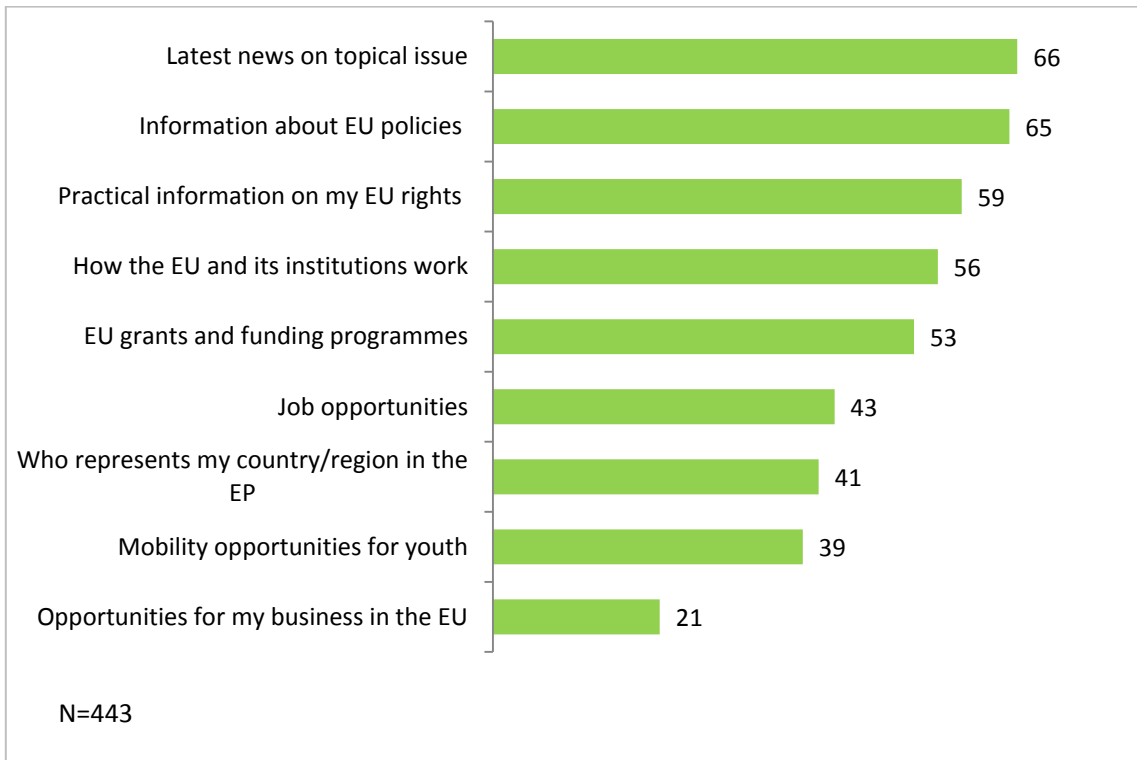
A **majority of participants (64%) agreed that it was easy (43%) or very easy (21%)** to find information about the EU. Again, this is closely linked to the profile of respondents to the consultation. Looking more closely at participants who experience difficulties in finding information, it is interesting to see that the youngest subset of respondents were more likely to retrieve information more easily than participants in the older age groups. Respondents in the age group 56 + registered the highest proportion of people who strongly disagreed with the statement that it is easy to find EU information.

Figure 13: "It is easy to find information about the EU, its policies, its Institutions and its services (rights, funding, opportunities, etc.?" (By age group)

N=37

109
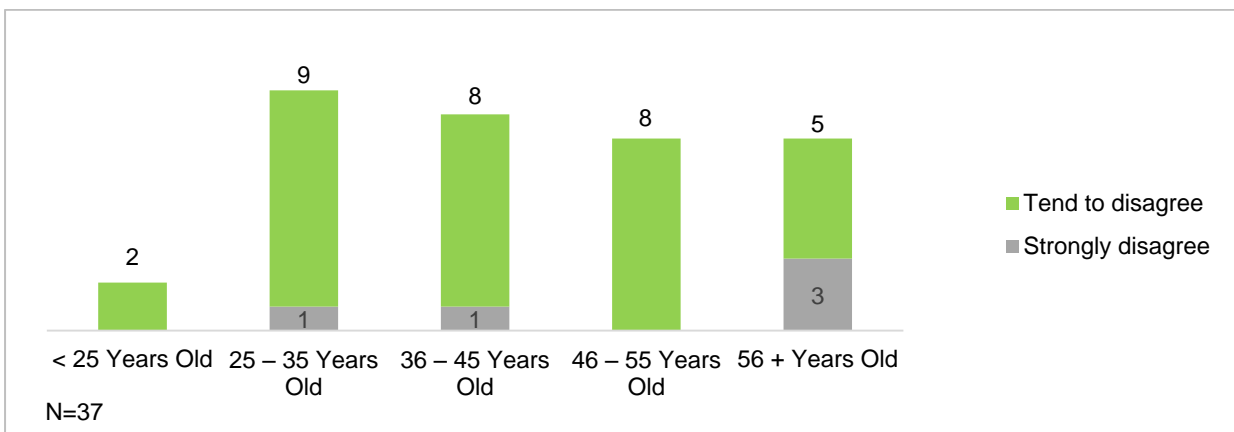
Awareness and satisfaction with European Parliament/European Commission joint information services and activities

A slim majority of participants (53%) confirmed having visited EPS's / Houses of Europe in the past five years, with four out of ten having visited the facilities more than once. On the other hand, slightly less than one third of respondents (29%) never heard of Houses of Europe or EPS's.

Figure 14: "Have you visited the European Public Space / House of Europe in your capital to look for information or to attend policy seminars/debates or cultural events in the last five years?"
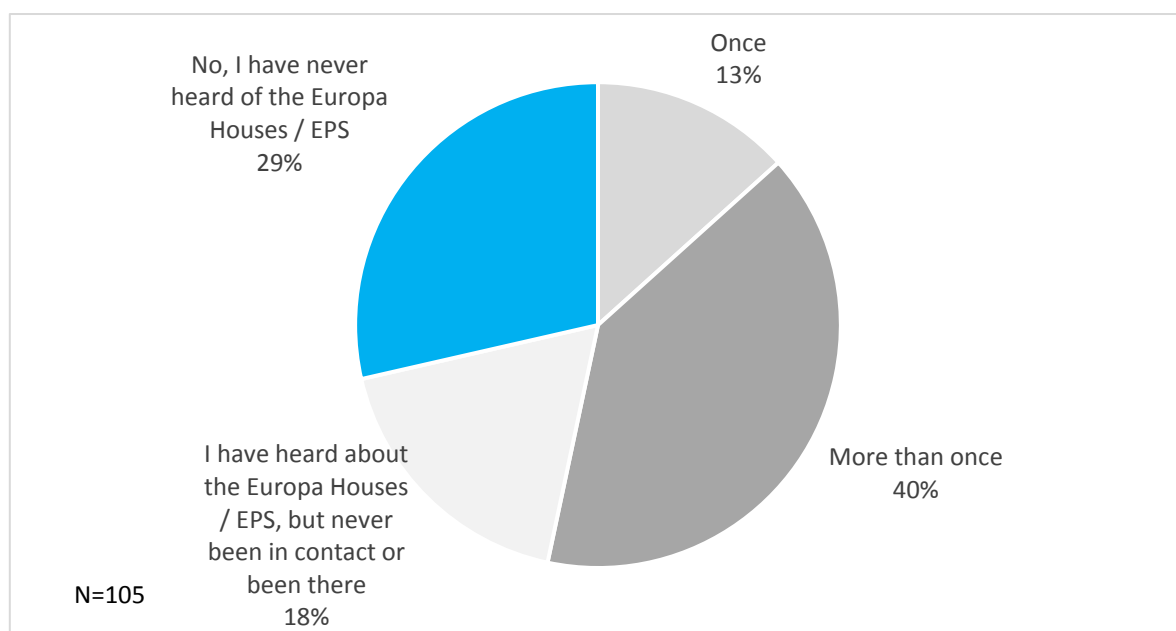
The highest proportions of visitors were found among the oldest age group (> 56) and in the 25-35 year old segment. Interestingly, everyone in the oldest age group had heard about Houses of Europe / EPS's. Conversely, among the youngest participants, more than half reported never having heard of Houses of Europe / EPS's.

Figure 15: *"Have you visited the European Public Space / House of Europe in your capital to look for information or to attend policy seminars/debates or cultural events in the last five years?" (By age group)*
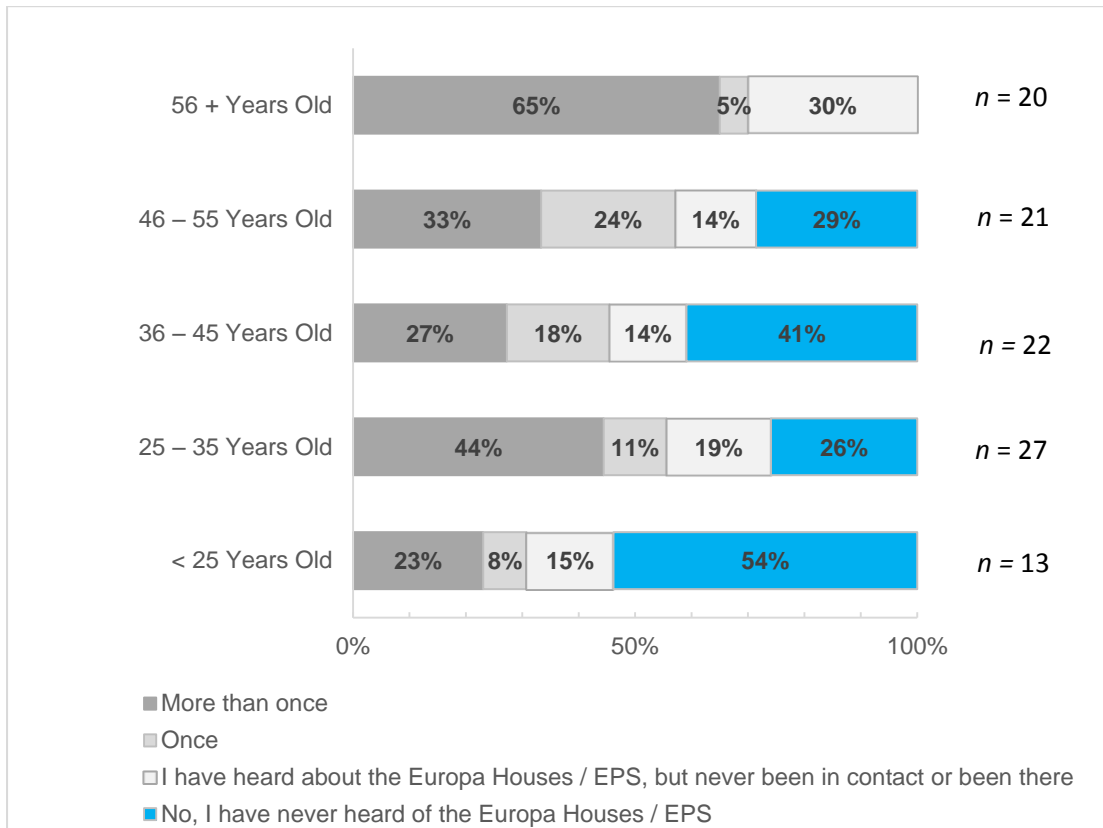
As reflected in the figure below, two thirds of participants (66%) stated that they were aware of joint communication activities at the Houses of Europe and EPS's.

Figure 16: "Do you know that the European Parliament Information Offices (EPIOs) and the Commission Representations have common information activities as well as organise EU-related events in your country?"

111
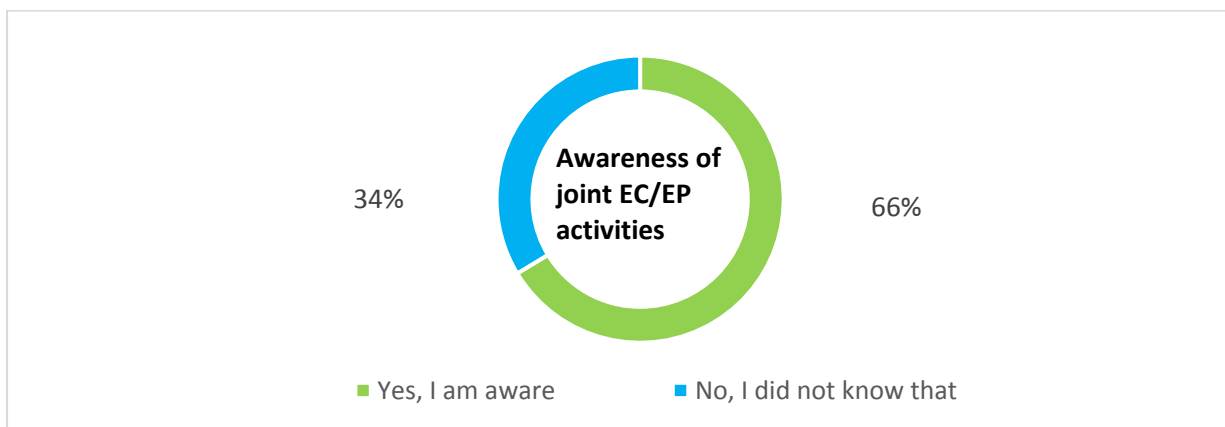
The largest number respondents (15%) found out about activities organised at the House of Europe or EPS through social media, followed by those who received information from other organisations (11%). Multipliers such as other organisations and family, colleagues and friends also play an important role in dissemination information about activities (9%). Keeping informed through direct information channels such as EUROPA and EPIO / Representation websites was slightly less common (8%) among respondents to the public consultation.

Figure 17: "How did you find out about the House of Europe information activities and/or EPS in your capital?"
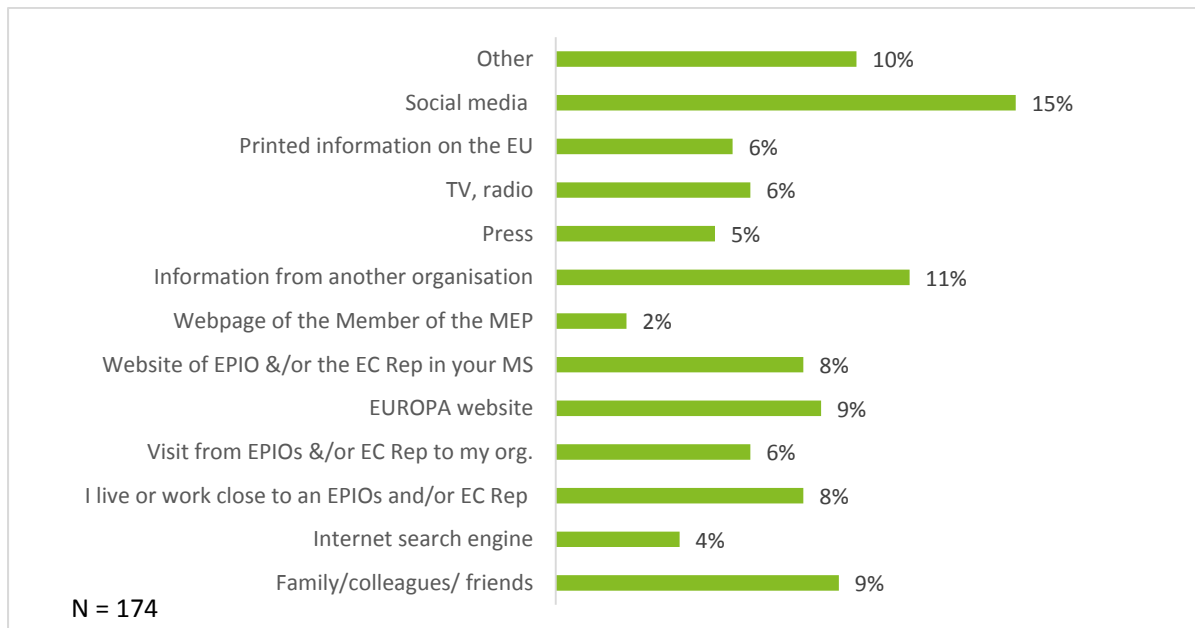
When analysed in terms of age group, the consultation results show that social media plays a larger role among younger age groups (especially 25-35 year olds), and that TV and Radio, European Parliament/European Commission websites and information from other organisations are the main sources of information for respondents aged 56 and more.
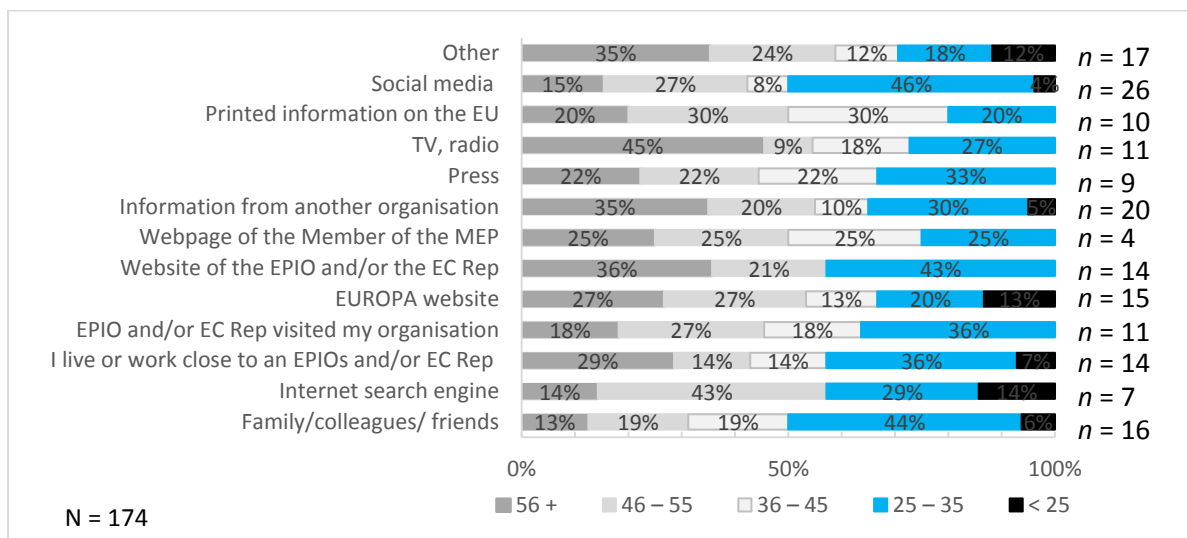
In the view of participants, **EU institutions' websites** are the best way to find information on the EU, followed by news websites, EDICs and EU social media accounts. At the other end, webpages of regional MEPs, Europe Direct Contact Centres and national or local authority websites are less popular channels to look for information on the EU.

Figure 19: "What do you think is the best way to ask or look for information about the EU (policies, services, your rights as citizens, etc.)?"[56]

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[56] Note that due to the survey design, participants were not limited to three options (1st, 2nd and 3rd best ways of finding information about the EU) thus removing some of the ranking functionalities for the question.

	Best way	Second best	Third best
EU institutions (EUROPA) website	56	21	17
News websites	27	32	13
Europe Direct Information Centre	27	24	23
EU institutions social media accounts	26	28	24
Website of the EPIO and/or EC Representation	24	43	20
TV/Radio	22	24	29
EP / EC Information Point	21	25	24
Printed news	17	28	25
National or local authority websites	17	25	35
Europe Direct Contact Centre	16	21	31
Webpage of regional MEP	14	17	36

N=832

When consulted about why they had contacted a House of Europe or an EPS, **nearly four in every ten participants (38%)** stated they had been invited and around a quarter (25%) indicated they wanted to understand better what the EU does. Fewer respondents contacted the House of Europe or EPS to get copies of publications or printed information (16%), to get answers to questions on EU rights or funding (13%) or to ask help to identify EU contact points (8%).

Figure 20: ""Why did you contact a House of Europe? (Please select all that apply to you)"

I was invited to a Europa House event	To find out more about what the EU does	To get copies of publications / printed information	For answers to questions on my EU rights and / or funding	For help to identify the right contact point in the European institutions
38%	25%	16%	13%	8%

N=104
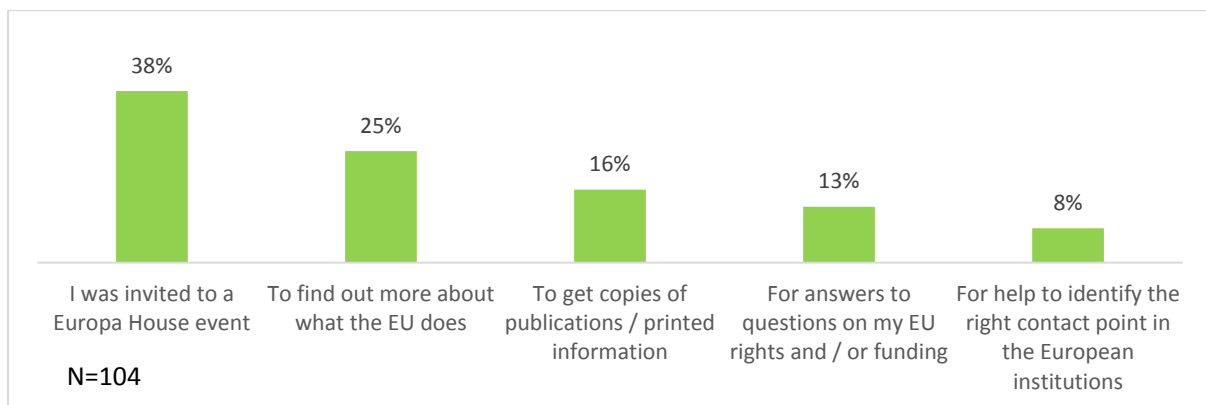
In terms of satisfaction with the services provided, in average around half of respondents to the public consultation had a **positive experience with the services provided by the House of Europe / EPS**. Fifty-three percent of participants confirmed that the House of Europe / EPS staff was very helpful, followed closely by 50% who considered that the House of Europe / EPS was easy to find, and that it provided reliable information. Slightly less than half of respondents (48%) highlighted that they would be likely to come back to the House of Europe / EPS to attend events. A slightly lower percentage (46%) agreed that the House

of Europe / EPS responded promptly to their enquiries, that events organised were useful, and that they would be likely to come back to the House of Europe / EPS for more information. Forty-five percent highlighted that the House of Europe / EPS provided the information they were looking for.

Figure 21: "Please rate the following statements about particular aspects of the services provided in the context of EPS / House of Europe information activities"
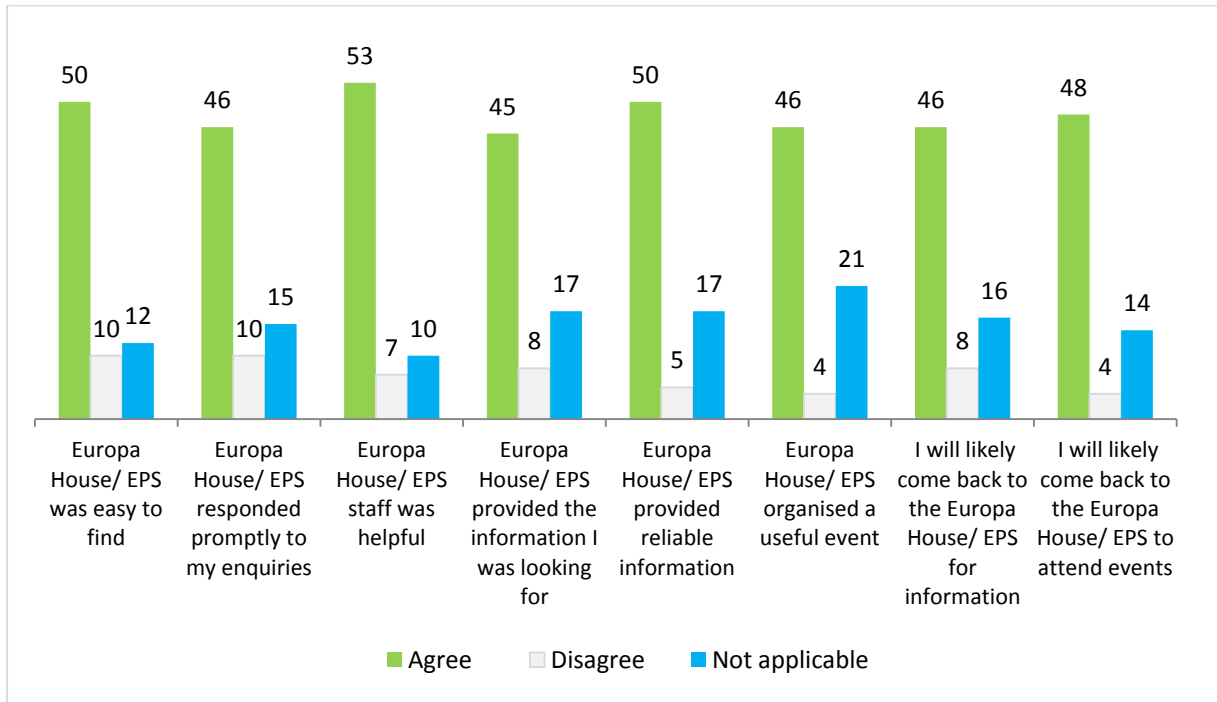
Annex C - Fieldwork interviewees and focus group participants

Austria

Fieldwork: **27.03.2017 – 28.03.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Brigitte Luggin	Leiterin Öffentlichkeitsarbeit Europapartnerschaft mit der Bundesregierung	27.03.2017
2. Bernhard Kühr	EU-Information, Dokumentation, Bibliothek, Publikationen, Bürgersprechstunden	28.03.2017
3. Adina Hoffmann-Reumüller	Öffentlichkeitsarbeit und Partnerschaften, Koordinierung, Besucherreisen, Bundesländer und Netzwerke: Europa Direct Informationszentren	27.03.2017
4. Jörg Wojahn	Head of Representation – Vertreter der Europäischen Kommission in Österreich	28.03.2017
5. Orsolya Hidvegi	Leiterin Budget und Verwaltung	27.03.2017
6. Dagmar Weingärtner	PR-Projekte, Veranstaltungen, Koordination des European Public Space im Haus der EU, Webmaster	27.03.2017
EPIO		
1. Doris Stolz	Treffpunkt Europa – Veranstaltungen Euroscola	27.03.2017
2. Mag. Huberta Heinzel	Presse	27.03.2017
3. Mag. Georg Pfeifer	Leiter des Informationsbüros	27.03.2017
4. Mag. Andrea Rukschcio-Wilhelm	Partnernetzwerke	27.03.2017
5. Jörg Wojahn	Leiter der Vertretung	28.03.2017
Other		
1. Mag. Susanne Weber	Bundeskanzleramt Österreich / Bundespressedienst Abt. VII/2 – Medienbetreuung / Europainformation	28.03.2017
2. Benedikt Weingartner	Organiser of 'Europa:Dialog'	Planned for end April
Non-initiated stakeholders		
1. Patricia Hladschick	Zentrum polis - Politik Lernen in der Schule Austrian Centre for Citizenship Education in Schools	30.03.2017

2. Maximilian Huck	Bundesministerium für Europa, Integration und Äußeres.	Planned for end April
Focus group participants[57]		
Name	**Profession**	
1. Martin Schauhuber	Journalism student	

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[57] Given the lack of participants in the Focus Group, additional individual phone interviews with strategic partners/stakeholders/media partners etc. are currently being scheduled and will be held later in the end of April/early May to complement the preliminary findings from the activity.

Bulgaria

Fieldwork: **28.03.2017 – 30.03.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Ognian Zlatev	Head of Representation	30.03.2017
2. Hristo Hristov	Head of Political Reporting	28.03.2017
3. Boyko Blagoev	Head of Communication, partnerships and networks	28.03.2017
4. Svetoslava Georgieva	European Semester Officer	28.03.2017
5. Esen Alieva	EDICs Network Correspondent	29.03.2017
6. Kalina Varbanova	Press and Media (Assistant)	28.03.2017
7. Diliyana Pavlova	Info Centre Officer	30.03.2017
8. Diana Turkedzhieva	Info Centre Senior Expert	Being scheduled
9. Miglena Tsingova 10. Mikhail Tsvetkov 11. Nadezhda Atanasova 12. Margarita Kralcheva 13. Daniela Parlapanova	Head of Administration Accountant Accountant Accountant Assistant	28.03.2017 (joint interview)
EPIO		
1. Teodor Stoychev	Head of EPIO and Press Officer	29.03.2017
2. Petko Petkov	Assistant	29.03.2017
3. Mila Koralova	EDICs Coordinator	29.03.2017
Other		
1. Alexandra Atanasova	Social media / Community manager (external contractor)	Being scheduled
2. Elitsa Vucheva	(Former) Communication adviser/Digital leader	Being scheduled
Non-initiated stakeholders		
1. Ekaterina Shavuleva	State Expert on strategies and programmes for the environment (Ministry of Environment and Water)	29.03.2017
Focus group participants		
Name	Profession	
1. Ingrid Shikova	Professor in EU policies at Sofia University "St. Kliment Ohridski	
2. Krasimira Vasileva	Chair, National Association of the Bulgarian European Clubs	

3.	Rumyana Grozeva	Director, EDIC Stara Zagora / Agency for Regional Economic Development Stara Zagora (host organisation)
4.	Borislav Mavrov	EDIC Sofia
5.	Atanas Delev	Student, International Security Relation (University of Groningen)
6.	Stephanie Boseva	Team Europe Junior Member (2012) / Student
7.	Dimitar Lilkov	Leader of Bulgarian Office of MEP Svetsolav Malinov (EPP Group)

France

Fieldwork: **25.04.2017 – 27.04.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Mikaël Meunier 2. Maud Labat	Head of Communication	25.04.2017
3. Gaëtane Ricard-Nihoul 4. Agnès Thibault	Deputy Head of Representation European Semester Officer	25.04.2017
5. Estelle Pihan 6. Gabrielle Chevalier	EDIC Network Correspondents	25.04.2017
Etienne Paquay	Head of Administration	25.04.2017
7. François Vlaminck	Press officer – social media	25.04.2017
8. Isabelle Jégouzo	Head of Representation	26.04.2017
9. Miguel Puente Pattinson *(joint interview with Cheida André)*	Head of Press	27.04.2017
EPIO		
1. Catherine Burckel	Documentation centre	26.04.2017
2. François Arnaud	Communication officer	27.04.2017
3. Isabelle Coustet	Head of EPIO	27.04.2017
4. Cheida André *(joint interview with Miguel Puente Pattinson)*	Press officer	27.04.2017
5. Matthieu Blondeau	Communication officer	27.04.2017
Other		
1. Joseph Giustiniani *(written contribution)*	SGAE – Chef de secteur Prospective, coordination, modernisation, communication	*TBC*
2. Carole Escaplez 3. Simon Letonturier	Association des Maires de France Assemblée des départements de France	27.04.2017
4. Christophe Préault *(phone interview)*	Toute l'Europe – Administrateur, Directeur de la rédaction	*TBC*
5. Thierry Vautrin *(written contribution)*	SGAE - Conseiller Influence	*TBC*
Non-initiated stakeholders		
TBD		
Focus group participants		
Name	**Profession**	
1. Bernard Weyl *(phone interview)*	France TV – Rédacteur en chef	
2. Marie-Christine Vallet	Radio France – Directrice déléguée éditorial Europe	
3. Dominika Rutkowska-Falorni	Mouvement Européen France – Déléguée générale	

4. Anne-Sophie Hollstein	Ville de Paris – Collaboratrice du Conseiller délégué à l'Europe
5. Pascal Gruselle	Régions de France – Conseiller affaires européennes
6. Joseph Giustiniani	SGAE – Chef de secteur Prospective, coordination, modernisation, communication

Germany

Fieldwork: **03.05.2017 – 05.05.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Richard Kühnel	Vertreter der Europäischen Kommission in Deutschland	04.05.2017
2. Birgit Baar, Nadine Boettcher, Dina Behnke, Serena Botti, Joanna Deska-Kaniewska, Lisa Ribier	Communication	05.05.2017
3. Helene Banner	Leiterin Öffentlichkeitsarbeit	05.05.2017
4. Gilles Coulinet	Verwaltungsleiter	05.05.2017
5. Nora Hesse, Thomas Kaufmann, Serena Botti	EU Invest	04.05.2017
6. Reinhard Hönighaus	Pressesprecher	04.05.2017
7. Nikola John, Claudia Guske	Social Media	04.05.2017
EPIO		
1. Frank Piplat	Leiter	03.05.2017
2. Judit Hercegfalvi	Pressesprecher	03.05.2017
3. Astrid Meesters	Referentin für Öffentlichkeitsarbeit mit Schwerpunkt Publikationen, Veranstaltungen (Europäischer Bürgerpreis, LUX-Preis, Europatag)	03.05.2017
Oliver Hänsgen	Referent für Öffentlichkeitsarbeit mit Schwerpunkt Bürgeranfragen, Social Media, Veranstaltungen (Stakeholder Dialoges, high Level Konferenz, Delegationen)	
Laila Wold	Referentin für Öffentlichkeitsarbeit verantwortlich für Erlebnis Europa/EPS, Verbindung mit Bundesländer und Anrainer des Pariser Platzes, Social Media Manager, Veranstaltungen (Bürgerforen, Sacharow, Frauentag)	
Susanne Bade	Assistentin mit Schwerpunkt Sicherheit und Erlebnis Europa	03.05.2017
Yasen Dimov	Technischer Assistent für Erlebnis Europa	
		03.05.2017
Other		
1. Birgit Koessling	Europa-Union Deutschland e.V.	TBC
2. Anne Rolvering |	Schwarzkopf-Stiftung Junges Europa	TBC
3. Miriam Vogel	Bundeszentrale für Politische Bildung	Week of 08.05.2017 (phone)

4. A.N.Other	Phoenix	After 11.05.2017 (phone)
5. Euro Information	Europa Experience contractor	05.05.2017

<table>
<tr><td colspan="2" style="background-color:#8CC63F">Focus group participants[58]</td></tr>
<tr><td style="background-color:black;color:white">Name</td><td style="background-color:black;color:white">Profession</td></tr>
</table>

Name	Profession
1. Ute Ackermann-Koutalakis	Bundespresseamt
2. Janin Hartmann	Projektmanagerin "Europäischer Wettbewerb", Europäische Bewegung
3. Susanne Hauer	Allianz Kulturstiftung
4. Heike Kröger	Senatsverwaltung für Kultur und Europa, Land Berlin
5. Anja Trebes	Bundespresseamt
6. Ute Wroblewski	Senatsverwaltung für Kultur und Europa, Land Berlin
7. Michael Buckup	Europäisches Informations-Zentrum Niedersächsische Staatskanzlei

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[58] Presence of participants to be confirmed.

Greece

Fieldwork: **25.04.2017 – 27.04.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Panos Carvounis	Head of Representation	25.04.2017
2. Argyris Peroulakis	Head of Communication, partnerships and networks	25.04.2017
3. Anna Danti	European Semester Officer	25.04.2017
4. Christina Karaitidi	EDICs Network Correspondent	25.04.2017
5. Klimentini Diakomanoli	Press and Media	27.04.2017
6. Anna Efstathiou	Digital Leader	25.04.2017
7. Michael Papagiannis	Head of Administration	25.04.2017
EPIO		
1. Leonidas Antonakopoulos	Head of EPIO	26.04.2017
2. Constantinos Tsoutsoplides	Public relations, communication and networks	27.04.2017
3. Haris Kountouros	Press Officer	27.04.2017
Other		
1. Petros Aggos	EPS Manager	26.04.2017
Non-initiated stakeholders		
1. Christos Papanikolas	University Youth Council	27.04.2017
2. Mairi Kouki	NGO for PwDs	27.04.2017
Focus group participants		
Name	Profession	
1. Katerina Flaka	EURES	
2. Eva Boura	Journalist – TV programme on the EU	
3. Nikos Megrelis	Journalist, filmmaker – Trainer at a seminar for journalists	
4. Orestis Matsoukas	Entrepreneur, President of the Hellenic Association of Young Entrepreneurs	
5. Kostas Antonakakis	President of the Institute of Research & Training on European Affairs	
6. Maria Karatzia	EEN	
7. Eleana Theona	EDIC Athens	
8. Armodios Drikos	Hellenic National Youth Council	
9. Vasileia Beroglou	New Generation Radio – radio programme under the EU4YOU EU funded programme	

Hungary

Fieldwork: **25.03.2017 – 27.03.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Perger István	Head of Communications	25.04.2017
2. Güntner Péter	EDIC Network Correspondent	25.04.2017
3. Wolf Enid	Head of Administration	25.04.2017
4. Zúgó Liliána	ESO	25.04.2017
5. Zupkó Gábor	Head of Representation	25.04.2017
6. Bubenheimer Felix	Head of Press (representing the Digital Leader)	25.04.2017
7. Oláh-Berezvai Ágnes	InfoPoint senior expert	25.04.2017
EPIO		
1. Tóth Henriett	Assistant	26.04.2017
2. Kotlár Eszter	PR Officer	26.04.2017
3. Szontagh Andrásné	Press	26.04.2017
4. Lővei Andrea	Head of Office	26.04.2017
Other		
1. Mészáros Szilvia	Prime Minister's Office	03.05.2017 (phone)
Non-initiated stakeholders		
Ferkelt Balázs	Budapest Business School	03.05.2017 (phone)
Pesuth Tamás	Corvinus University	03.05.2017 (phone)
Focus group participants		
Name	**Profession**	
1. Oszkó Attila	Pillar Foundation (NGO)	
2. Tordai Ágnes	PrimeTime	
3. Szabó Csilla	Tempus közalapítvány	
4. Szili Valéria	Europe Direct (Fejér county)	
5. Dorka Áron	Europe Direct (Pest county)	
6. Kerner Barbara	Europe Direct (Baranya county)	

Italy

Fieldwork: **30.03.2017** (Milan) and **26.04.2017 – 27.04.2017** (Rome)

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Fabrizio Spada	Head of the regional office (MI)	30.03.2017
2. Francesco Laera	Head of Communication (MI)	30.03.2017
3. Chiara Rocco	Head of Administration (MI)	30.03.2017
4. Beatrice Covassi	Head of Representation (RO)	*TBD*[59]
5. Claudia De Stefanis	Head of Communication (RO)	26.04.2017
6. Domenico Navarra	Head of Administration (RO)	26.04.2017
7. Natalya Montefosco	EDIC Network Correspondent (RO)	26.04.2017
8. Daria Ciraci	Advisor for Economic Governance	26.04.2017
9. Tomasz Koguc	Program Manager Studio Europa	27.04.2017
EPIO		
1. Bruno Marasà	Head of EPIO Milan (MI)	30.03.2017
2. Gianpaolo Meneghin	Head of EPIO (RO)	26.04.2017
Other		
1. Barbara Altomonte	Dipartimento Politiche Europee	26.04.2017
2. Gabriella Leonardi	EPS Contractor	27.04.2017
Non-initiated stakeholders		
TBD	National MP or assistant	
Focus group participants		
Name	**Profession**	
1. Silvia Cannonieri	Ciessevi (Association of Associations)	
2. Tiziana Dassi	CDE Bocconi (University documentation center)	
3. Francesco Garza	CDE Unimi (University documentation center)	
4. Adriana Calì	Europe Direct Lazio	
5. Simona De Luca	A scuola di OpenCoesione, Agency for Territorial Cohesion	
6. Mariateresa Ottavio	Teacher	
7. Giulia Amato	CDE Agenzia per la Coesione Territoriale (European Documentation Center)	
8. Tiziano Fazzi	Non-profit organisation	
9. Sara Cavelli	CDE SIOI (European Documentation Center)	
10. Adelaide Branchino	CDE CNR (European Documentation Center)	

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[59] On sick leave at the time of the fieldwork.

Latvia

Fieldwork: **24.04.2017 – 25.04.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Inna Šteinbuka	Head of Representation	24.04.2017
2. Jeļena Ābola Kristīne Liepiņa	Communication team responsible for partnership projects, EDICs	24.04.2017
3. Baiba Akmane	Head of Administration	24.04.2017
4. Kaspars Kreics	Digital Leader	24.04.2017
EPIO		
1. Marta Rībele	Head of EPIO	24.04.2017
2. Jolanta Bogustova	Public relations officer and Community Manager	24.04.2017
3. Signe Znota-Znotiņa	Press officer	24.04.2017
4. Kristīne Sproģe	Contact point for EDICs	24.04.2017
Other		
1. Gunita Berke	EPS contractor	24.04.2017
2. Anita Jansone	EPS-InfoPoint manager	24.04.2017
Contact details TBC	Strategic partners: State Chancellery	24.04.2017
Contact details TBC	Strategic partners: Ministry of Foreign Affairs, Communication and/ or EU directorate	24.04.2017
Non-initiated stakeholders		
TBD	Face to face meetings (30 minutes) with groups who do not cooperate with ECR/EPIO	24.04.2017
Focus group participants		
Name	**Profession**	
1. Iveta Kažoka	Providus, policy NGO	
2. Marita Kroiča	Head of Communication of the governmental youth agency	
3. Filips Lastovskis	news portal DELFI	
4. Jānis Kudiņš	Daugavpils University	
5. Sintija Broka	Latvian Institute of International affairs	

Netherlands

Fieldwork: **30.03.2017 – 27 or 28.04.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Peter Bekx	Head of Representation	30.03.2017
2. Madeleine Infeldt	Head of Communication	30.03.2017
3. Liselotte Langer	InfoPoint Representation	30.03.2017
4. Andreas Zenthofer	European Semester Officer	30.03.2017
5. Violetta Nikolova	Head of Administration	30.03.2017
6. Bart Roelandt	EDIC Network Correspondent	30.03.2017
EPIO		
1. Ingelise De Boer	Press Officer	30.03.2017
2. Lieke Schuitmaker	EPIO Public Relations/ Network Correspondent	30.03.2017
3. Eduard Slootweg	Head of EPIO	30.03.2017
4. Danny de Paepe	Public communication	30.03.2017
5. Brigitte Kimman	Operational issues/security	30.03.2017
Other		
1. Anna Matus	EPS Contractor	30.03.2017
Non-initiated stakeholders		
TBD		
Focus group participants		
Name	Profession	
1. Barbara Noordermeer	BNR Nieuwsradio, radio station targeting entreprises	
2. Katja van Boxel	teacher in a secondary school	
3. Carry van Wersch	Humanity House	
4. Liesbeth Weijs	Montesquieu institute	

Poland

Fieldwork: **29.03.2017 – 30.03.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Marek Prawda	Head of Representation	29.03.2017
2. Paweł Kossakowski	Local systems Administrator / Digital Leader	30.03.2017
3. Witold Naturski	Head of Information and Communication	29.03.2017
4. Jacek Alicki	EDIC Coordinator	29.03.2017
5. Bartosz Otachel	Economic Advisor / ESO Officer	30.03.2017
6. Magdalena Buchnajzer-Kucińska	Head of Administration	30.03.2017
EPIO		
1. Jacek Safuta	Head of EPIO	29.03.2017
2. Piotr Wolski	Press attaché	29.03.2017
3. Marek Kołodziejski	Web and social media officer	29.03.2017
4. Halina Wysokińska	Relations with schools	29.03.2017
Other		
TBD[60]		
Non-initiated stakeholders		
1. Monika Lisiewicz	Board Member, Geremek Foundation	30.03.2017
2. Dorota Obidniak	Union of Polish Teachers	07.04 2017 (telephone)
Focus group participants		
Name	**Profession**	
1. Ewa Rysińska	Teacher	
2. Barbara Czepik	Teacher	
3. Rafał Dymek	Head of an NGO	
4. Aleksandra Murawska	Head of Communication in an NGO	

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[60] Additional interviews with stakeholders are being scheduled and will be conducted in April.

Slovakia

Fieldwork: **27.03.2017 – 29.03.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Livia Vasakova	ESO	27.03.2017
2. Lubica Debnarova	EDIC Network Correspondent	27.03.2017
3. Nataša Foltanova	Head of Administration	27.03.2017
4. Dusan Chrenek	Head of Representation	27.03.2017
5. Katarina Touquet Jaremova	Digital Leader	27.03.2017
6. Klara Rundova	Head of Communication	28.03.2017
EPIO		
1. Sona Mellak	Press officer	27.03.2017
2. Dionyz Hochel	Communication officer	28.03.2017
Other		
1. Maria Kavulakova	InfoPoint	28.03.2017
2. Andrej Krchanvy	InfoPoint	28.03.2017
3. Gabriela Sabelová Erik Lipták	Department of European Policy 2 (EUPO2), Section of European Affairs, MFA Head of Unit of Coordination of European Affairs, Department of General Affairs and Relations with EU institutions, MFA	04.04.2017
4. Mária Neuwirthová	Office of the Deputy Prime Minister for Investments and Informatisation	13.04.2017
Non-initiated stakeholders		
TBD		
Focus group participants		

Name	Profession
1. Pavel Nikodem	Managing Director Euractiv.sk
2. Peter Kupec	National Agency ERASMUS+ Programme for the Field of Youth and Sport Director of the Slovak Youth Institute (IUVENTA)
3. Miroslav Hajnoš	International Secretary of Confederation of Trade Unions of Slovak Republic
4. Norbert Kucharik	Former member of ELSA national branch in Slovakia
5. Vladimir Bilčík	Head of the EU program at the Research Centre of the Slovak Foreign Policy Association (SFPA)
6. Adam Sebesta	Member of the Paneuropean Union Slovakia

Slovenia

Fieldwork: **19.04.2017 – 21.04.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Zoran Stancic	Head of Representation	21.04.2017
2. Nataša Šip	Communication Officer	19.04.2017
3. Lara Sheppard Kanduč	Digital Leader	20.04.2017
4. Katja Troha	Europe Direct coordinator	20.04.2017
5. Maja Pavlović	Head of Press & Communication	20.04.2017
6. Katarina Dobranovič	Head of Administration	20.04.2017
7. Mito Žnidarko	Head of info centre House of the EU (external contractor)	20.04.2017
8. Ulla Hudina	ESO Officer	21.04.2017
EPIO		
1. Klemen Žumer	Head of EPIO	19.04.2017
2. Manja Toplak	Press officer (EPIO)	19.04.2017
3. Darja Furlan	Parlamentarium project manager (EPIO),	19.04.2017
4. Karmen Bučar	Community manager (EPIO)	19.04.2017
Other		
1. Natasa Bujleta	Government Communication Office	20.04.2017
2. Mario Plesej	Social Academy	20.04.2017
Non-initiated stakeholders		
1. Breda Krasna, Darja Groznik	Slovenian Association of Friends of Youth	21.04.2017[61]
2. Marko Prpic	Journalist	18.04.2017
3. Nataša Sbrizaj	Ministry of Foreign Affairs	21.04.2017
Focus group participants		
Name	**Profession**	
1. Dragan Barbutovski	Think Europe – think tank	
2. Tjasa Bozic	Institute for Political Management (IMP) – political research	
3. Simon Delakorda	Inepa Institute – polling	
4. Romana Javornik	European Consumer Centre – European Commission network (consumer affairs)	
5. Damjan Lajh	University of Ljubljana – Academic[62]	
6. Valerija Okorn	EURES – European Commission network (employment)	
7. Uros Skrinar	Movit (Erasmus+, Eurodesks) – European Commission network (youth)	

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[62] Unable to attend. Supplied written input.

8.	Barbara Zrimsek	RTV	

Spain

Fieldwork: **27.03.2017 – 28.03.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Aránzazu Beristain	Head of Representation	28.03.2017
2. Teresa Frontán	Communications	28.03.2017
3. Ana Río Quintana	EDICs	28.03.2017
4. Ann Westman	ESO Officer	28.03.2017
EPIO		
1. María Andrés	Head of EPIO	28.03.2017
2. María Isabel Mateo	Inter-institutional Relations	28.03.2017
3. Tom Morgan	Political Section	28.03.2017
4. Damián Castaño	Head of Press	28.03.2017
5. Angeles Ferreras	Social Media / Web	28.03.2017
Other		
1. Eva Moreno Alonso	Sub-Director, Centre of European Studies, Universidad de Castilla - La Mancha	27.03.2017
2. Aránazazu Castaño	Communications Team, Universidad de Castilla - La Mancha	27.03.2017
3. José María Gil Robles	Former MEP (1989 – 2004); Former President of European Parliament (1997-1999), Partido Popular	27.03.2017
4. María Yolanda Martín	Professor, Universidad de Salamanca, Team Europa	31.03.2017 (telephone)
5. Luis Martí Alvarez	Economist, Former Vice-President, EIB	31.03.2017 (telephone)
6. José Luis Fernández	Director, Economics and Business Ethics Department, Universidad Pontificia Comillas	03.04.2017 (telephone)
7. María Consuelo Hospital	Office of European Affairs, Europe Direct, Government of Cantabria	04.04.2017 (telephone)
8. Eva Monge	EU Documentation Centre, Universidad de Girona	04.04.2017 (telephone)
9. Agustín Ulied Martínez	Department of Economics, Finance and Accounting, ESEADE	04.04.2017 (telephone)
10. Conxi Muñoz Ruiz	EU Documentation Centre, Universidad Autónoma de Barcelona	04.04.2017 (telephone)
11. Teresa García	EU Documentation Centre, Universidad Carlos III de Madrid	05.04.2017 (telephone)
12. Daniel López Montesinos	Assistant Secretary, Confederación Sindical de CCOO	06.04.2017 (telephone)
13. Manuel de la Rocha	Economist, Fundación Alternativas	06.04.2017 (telephone)

14. Joaquín González	Energy Manager, Alcoa Inespal	07.04.2017 (telephone)
15. Andrés Pereda	Corporate Development Director, Cámara de Comercio España	10.04.2017 (telephone)

Focus group participants	
Name	**Profession**
1. Carlos Susías Rodado	President, European Anti-Poverty Network (EAPN), Spain
2. Carlos Lozano	International Division Coordinator, Confederación Empresarial Española de la Economía Social (CEPES)
3. María José Molina García	Director, Department of Law and International Relations, Universidad Europea de Madrid
4. José María López Pina	Director, Department of Economics and Finance, Universidad Europea de Madrid
5. Paloma Favieres	Legal Services Coordinator, Comisión Española de Ayuda al Refugiado (CEAR)
6. Fernando Puerto	Former Cabinet Director of the President of the European Parliament
7. Fernando Díaz Pérez	Public Sector Director, IMC Group
8. Arcadio Gutierrez Zapico	General Director, Club Español de la Energía
9. Carlos Martín Puente	Former European Commission Official

Sweden

Fieldwork: **18.04.2017 – 19.04.2017**

Name	Role	Date of interview
Interviews		
European Commission Representation		
1. Katarina Areskoug Mascarenhas	Head of Representation	19.04.2017
2. Johan Wullt	Head of Communication	19.04.2017
3. Angelica Rossi	Head of Administration	19.04.2017
4. Nikolaos Tsiamis	EDIC Network Correspondent	19.04.2017
5. Magnus Astberg	European Semester Officers	19.04.2017
6. Jorun Boklöv	Digital leader,	19.04.2017
7. Karin Landh	Project manager, communication activities	19.04.2017
8. Emma Westberg	InfoPoint contractor / EPS manager	19.04.2017
EPIO		
1. Markus Bonekamp	Head of EPIO	24.04.2017
2. Tiia Mustonen	Press officer	24.04.2017
3. Annika Hedly	Public relations officer	24.04.2017
Other		
1. Karin Kaikonen	Strategic/ad hoc partnerships' partner	18.04.2017
Non-initiated stakeholders		
1. TBD	Student at Rinkeby high school	25.04.2017
2. TBD	Student at Rinkeby high school	25.04.2017
Focus group participants[63]		
Name	**Profession**	
1. Martin Dworen	Head of Public Affairs	
2. Helena Björkman	Communication professional	
3. Sören Fasting	Teacher	
4. Håkan Jonsson	Communication professional	
5. Lars Ströman	Journalist	
6. Patrik Oksanen	Journalist	
7. Rani Kasapi	Head of Culture, Botkyrka Municipality	

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[63] Note that participants were (or will be in a few pending cases) interviewed by the evaluation team individually, as it was not possible to organise a discussion group in a given date and time slot, due to unavailability of stakeholders invited.