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Study on the Citizens' Panels as part of the Conference on the Future of Europe

Final Report

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Study on the Citizens' Panels as part of the Conference on the Future of Europe

Final Report

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OVERVIEW OF THE REPORT

Title	Final Report v2
Date	**November 2022**
Main content	• **An Introduction**, presenting the report structure and changes to the foreseen timeline • **An overview of the methodology of the study** • **An overview of the functioning of the Citizens Panels** • **The evaluation findings** related to the evaluation criteria of Inclusiveness, Representativeness, Quality of debate and Impact • **Conclusions and recommendations**
State of progress	Final phase completed.

Executive Summary

This executive summary represents the final report of the **Study on the Citizens' Panels as part of the Conference on the Future of Europe**. The work was being undertaken by Technopolis Group in association with Democratic Society and Henningsen Consulting.

The objective of Citizens Panels was to allow, by way of a **citizens-focused, bottom-up exercise**, European citizens to have a say on what they expect from the European Union and an **active role in shaping the future of the European Union**. Overall, this study finds that it was successful in meeting these objectives, with lessons learnt and room for improvement in future exercises.

This study aimed to:

- **monitor and evaluate** the inclusiveness, effectiveness and impact of European Citizens' Panels in the framework of the Conference on the Future of Europe
- assess the **satisfaction of participants** with the organisation and the process
- provide the Commission and its partners in the organisation of the Panels, evidence on how deliberative methods can improve citizens' participation in EU policymaking and **identify recommendations** on how to enhance their added value in future policymaking processes.
- reinforce the **accountability** of the Conference exercise.

As a transnational, multilingual and interinstitutional exercise of deliberative democracy, the European Citizen Panels were a highly **innovative experiment in deliberative democracy** in terms of both the scale (first at the scale of the European Union) and the methodology (in particular, large-scale multilingualism). The Conference on the Future of Europe, including the Citizens Panels, involved thousands of European citizens, as well as political actors, social partners civil society representatives and key stakeholders[1].

In terms of specific objectives, **the Panels succeeded in recruiting a sample of approximately 800 citizens** (split in four Panels of almost 200 people each) to meet and discuss the future of Europe during three sessions held between September 2021 and January 2022. **These Panels achieved their aim of making policy recommendations on the main topics of the Conference**, which were presented, and discussed at the Plenaries of the Conference and fed into the final deliberations.

This process was a first-of-its-kind transnational and interinstitutional deliberative exercise. The Citizen Panels were largely successful in recruiting, from citizens contacted at random, a stratified sample of panel participants to make recommendations for the Conference on the Future of Europe. The recruitment was successful in selecting four Panels of almost 200 randomly contacted citizens, stratified to ensure representative diversity according to the set target criteria: country, age, gender, education, employment status and urban/rural.

This ambitious first exercise fulfilled its objectives against a background of severe challenges, such as Covid restrictions in place during much of the process. Despite the disruption caused by the pandemic, the process delivered citizen recommendations across a wide range of European policy to the Conference Plenary in a timely manner, following three weekends of deliberation per Panel.

The recommendations in this report have been created based on the experience of the evaluation of this specific process, but also in the light of international best practice examples and guidance. The recommendations take note that the President of the European

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[1] Conference on the Future of Europe –Report on the Final outcome (2022)

Commission has said that there will be future citizen panels on important strategic issues, and the recommendations are intended to be useful for such events.

There are several successes to take away from the Conference, and some lessons to be learnt.

Preparation and scoping

This process emerged from negotiation between the different European institutions, which meant that the commissioning agreement set out some details early on about the topics to be considered and the timing of the deliberations. It is important that citizen participation processes are well framed.

The overall scope for this process, related to "the future of Europe", was appropriate for the objective of this exercise, since it needed to feed into the CoFoE, but it was a challenge to move from broad thematic areas to specific topics for discussion to recommendations in the time allowed for deliberation.

It was a reasonable decision for the designers to break the topic down into smaller sub-groups, and to allocate participants to them. However, this meant that much of the time, participants were in groups that they had not chosen, and discussing topics that had been devised by others.

> **Recommendation 1:** For future processes, more in-depth deliberation would be enabled by choosing a narrower scope for the panel. Other successful exercises in deliberative democracy have given citizen assemblies a specific mandate to propose solutions or options for specific problems. This could be an approach to consider for future processes. Reducing the scope of the topic would also make the discussion more manageable and oriented at addressing all of the topic's priorities. A more manageable topic would also allow some collective learning and deliberation before sub-topics and working groups are identified.

> More time could be allowed for participants to choose how themes and working groups are broken down, and how topics are prioritised. With more time available, it would be desirable to include some co-design and feedback loops in the overall process design. The design team were responsive when citizens expressed concerns about elements of the process, and in particular supported citizens to ask for change in the plenary process. This was good, but early involvement of participants in the design work could ensure that the process works better from the start.

> In addition, more time could be allocated not just to prepare ambassadors for interacting with political institutions in the plenaries, but also to train politicians in the plenaries and working groups to interact with the ambassadors. Political actors did not expect citizens to be at the centre of the plenary exercise while citizens expected their contributions to be central to the deliberation exercise. Preparing both sides to understand the other would ensure a more level ground for discussion as well as expectation management on both sides.

Recruitment

The recruitment process was undertaken in a professional way to fulfil the recruitment criteria. For future processes, similar selection should be undertaken.

> **Recommendation 2:** Consideration could be given to sending letters via post, as has been used in other processes, which prevents skewing towards those who do not have mobile or landline contracts. Printed materials can also give more credibility to the request to participate, which could lead to higher acceptance rates. A strong communication campaign around the deliberative exercise can also raise awareness

so that people contacted at random have a higher probability of being aware of the exercise, which could help boost acceptance to participate.

Future processes should consider different approaches to diversity and inclusion. Participation in the panels required a significant time commitment and could appear unwelcoming or difficult for those with caring responsibilities, or those less willing to travel. The provision of high-quality logistics support, which participants appreciated, supported inclusion during the process, and future processes should ensure that (for physical processes) similar support is available and clearly communicated during the first interaction with potential participants.

There are multiple approaches to securing representativeness among the participants selected for an exercise. Different stratification criteria can be selected, and (where numerical representativeness is impossible due to small numbers) participants can be selected to see that as many demographic groups as possible can "see themselves in the room".

Given the European nature of this exercise, it was reasonable that nationality and gender were prioritised, along with age, but the result was a skew of probability of selection between those from smaller Member States and those from larger ones, and a relative lack of focus on other potential stratifications, such as by attitudinal questions on European integration, or other demographic characteristics.

For future exercises, consideration should be given to alternative approaches to secure good representation, perhaps looking at broad region of residency rather than nationality. In addition, greater focus should be given to selecting participants by criteria related to attitudes towards relevant themes for the exercise. This implies a selection process that encompasses selection by both demographic characteristics and attitudinal questions.

Process timings

One of the fundamental challenges of the process as a whole was the tension between the time available and the breadth of topics to be considered. This was out of the control of the designers and facilitators, and they worked hard to maximise the deliberative quality and opportunity for participants to speak, within these constraints.

The issue of time is not only one of the length of time available for deliberation. It also imposes a very fast rhythm on the process, meaning little time for reflection and revision of session design based on experience, and no real opportunity for participants to take control of, for example, selecting a second round of expert witnesses, as happened in the Irish citizen assembly that considered the constitutional position on abortion[2].

Finally, the shortage of time relative to the breadth of discussion meant that the path from initial idea to recommendation was quite short, without much opportunity to introduce further learning, turn back, consider new evidence, and reflect. Often this process is described as a "double diamond" where an initial consideration of evidence leads to a first set of conclusions that are narrowed down and tested against reality, before being broadened out again to move towards final conclusions. Even in the smaller group sessions, this reflection was not always possible, though the implementation of fact-checking later in the process helped to some extent. While the purpose of the process was to give complete carte blanche to the citizens in terms of the recommendations they could make, this resulted in a discrepancy

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2 https://oecd-opsi.org/innovations/the-irish-citizens-assembly/

between what citizens expected EU competences could address, and what they actually address.

> **Recommendation 3:** For future processes, more time should be allocated to deliberation and forming recommendations, relative to the number and breadth of topics being considered. A more focussed deliberation with reduced scope could be implemented in the same time, or additional time should be dedicated for a broader deliberation (taking into account that this means extra attention in the recruitment stage to ensure broad participation, as in the second recommendation above).

> Meetings should be spaced more widely to ensure that there is recovery time for staff and participants, and that the process learning can be taken on and plans changed in good time for future sessions. There should be time allowed after early meetings for a second round of experts to be invited, based on the requests of participants. This recommendation is based on metrics such as time used to weigh the evidence and the quality of information provided to citizens. While the time used to weigh the evidence was considered to be plenty, giving more time for learning about the various topics and the implications of citizens' suggestions on European and national competences could enable a more thorough deliberation on recommendations.

Organisation of panels

The panels were organised at a fast rhythm, although the process adapted with flexibility and lessons learnt along the way, there was relatively little time to revise the processes in the light of experience and significant disruption by the Covid-19 pandemic. The work of the designers and facilitators under such circumstances should be saluted.

In particular, **the facilitation team worked hard to adapt running orders and processes throughout the panel process**. **Facilitation skills observed in the sessions were uniformly of high quality,** and facilitators dealt with participants (and handled difficulties in communication) with good humour. The strong facilitation team was confirmed in the views of participants. The strength of the facilitation team was often shown on occasions when the shortage of time or constraints of process required rapid improvisation.

> **Recommendation 4:** The most significant recommendation on the organisation of panels is once again to allow enough time. Three weekends per subgroup did not allow the deep deliberation that the topics deserved, or allow participants to settle into the process, develop an *esprit de corps* and start to take control of process. As above, more focussed deliberation with reduced scope could be implemented in the same time, or additional time should be dedicated for a broader deliberation (taking into account that this means extra attention in the recruitment stage to ensure broad participation).

> The setting of the first events, being held in the European Parliament and addressed by European figures, was a reasonable decision, given the topic and sponsors, and to reduce costs, but for future processes consideration should be given to hosting in a neutral venue rather than one that could have priming effects for European recommendations.

The absence of initial information on the operation and policies of the European Union allowed citizens to choose their topics and begin their deliberations "from a blank sheet", but this put a significant extra weight on the experts, who were often the only significant source of evidence for participants. The roster of experts was heavily weighted towards those who were academic or practice experts on European policy areas, and the voices of those affected by European policies (businesses, international workers, farmers, etc), were merely referenced, not heard.

The experts often appeared to find it hard to tailor their messaging to a generalist audience, in a very short time allowed for presentations. The more responsive sessions where experts visited discussion groups worked better but were dependent on the presence of the expert (which could not always be assured) and their ability to handle questions live and answer in ways that participants could understand.

The fact checking service worked well throughout but deliberations could benefit from better information provision and greater awareness earlier on.

> **Recommendation 5:** For future processes, experts should be selected with a good mix of academic, professional, and personal experience (as was the case). Participants should then be able to identify other voices that they want to hear in further rounds of evidence.

While it was introduced and mentioned, the multilingual digital platform was not well integrated into the citizen deliberation. Most of the deliberations that stemmed from the European Citizens Panels did not incorporate suggestions taken from the digital platform, although it was referenced in the final proposals.

The platform was constantly updated with recommendation documents and reports as the Conference progressed while ideas were continuously added throughout the process. In contrast, there was very little activity observed in the private Panel spaces of the Platform between Sessions. Across all 3 Sessions, the evaluation team noted that nearly all of the deliberations taking place in subgroups stemmed from citizens' ideas rather than the online platform. Facilitators rarely brought up the Multilingual Digital Platform during the discussions.

> **Recommendation 6:** Future processes should be designed either to include digital deliberation as a core part of the exercise, or to use the platform merely for reporting the offline events as they go on (with the possibility of feedback after the final event). The experience of the Conference suggests that a hybrid process needs to be at the heart of the design of the offline events if it is to work – and if it is not at the heart of the event, then it is unlikely to have impact. For future processes, digital tools should be used to identify themes and key topics before the first session, to give some starting ideas and indications for discussion.

Multilingualism

Multilingualism was a significant support to inclusion, and the work of the interpreters was excellent. The technology used to bring interpretation into the rooms was good. One consequence of the use of interpretation, though, was a slowing down of discussion. This meant that points made during discussions were more declarative, and participants responded less directly or quickly to each other. Evaluators noticed this at times when several participants in a group used the same language in a series of comments – they often did not pause for translation until reminded.

> **Recommendation 7:** The multilingual and international elements of these processes are important, but future processes may want to consider some early monolingual sessions that can help participants feel at ease in discussion and allow for more conversational interactions. This could take the form of monolingual working groups or breaking into monolingual tables within the working group – before re-integrating into multilingual working groups for deliberation. These sessions could be particularly useful for learning sessions, and perhaps for working up detail on key emerging recommendations.

The inclusion of participants at the event was supported by interpretation and by good logistical support. The strong facilitation team was a major advantage here, with individual facilitators in observed sessions supporting wider inclusion of voices. Facilitators also had to focus on the

notes they were taking (which were projected for participants to read), however, and were less able to pay attention to those who were uncomfortable contributing in this way to have their voices heard.

> **Recommendation 8:** Future processes should consider how they can make space for non-verbal participation and build the confidence of participants before the process. The design could include more non-verbal ways of interacting. Having note-takers sitting with the facilitators worked well and should be repeated.

Communication with participants

Participants were pleased with the logistical and other support provided.

> **Recommendation 9:** As noted above, future exercises should provide more information by way of background, using varied methods including video and audio as well as text.

The process itself involved a large amount of text, in recommendation drafts and other contributions, that needed to be processed and considered between sessions. This processing, including the grouping and clustering of similar ideas, and cross-referencing, often took place late at night, without the involvement of participants. This was a reasonable response to the shortage of time and the need to manage a very broad set of topics. However, while the clustering process was explained in the Session, it was less transparent than it could have been, and there were occasions where evaluators saw ideas that had been expressed in one context misunderstood at the time of clustering. The multilingual nature of content made this more difficult still, as automated translations were often the only reference point available.

> **Recommendation 10:** In future exercises, human translation and the group facilitators should be used to clarify the meaning of contributions. When possible, the process of grouping, clustering, and editing should be conducted in public. Where this is not possible the way in which clustering takes place, and its detailed results, should be made available to participants.

Sharing materials with participants

The issue of not being able to equip participants with the content they were working on was raised by some participants and facilitators. Participants received a range of information before the meetings, mostly practical or preparatory material relating to the process. However, this preparatory material did not cover the European Union, its current powers, institutions, role and responsibilities, and the principal policies currently in force or under development.

> **Recommendation 11:** Sharing materials so that participants can reflect on the content between sessions is a consideration to be made.

> Depending on the scale of the topics to be considered, and the time limitation, a better introduction to the institutional mandates could prevent the discussions from being repetitive in some policy areas, and sometimes not leading to constructive recommendations (as well as reducing the burden on expert witnesses). A more balanced and digestible package of information split into EU competencies, knowledge, suggested direction for deliberation, and a wider diversity of views, combined with more time to learn the information provided, may help the intake of complex knowledge. It may also equip certain citizens to express themselves more freely, as well as more clearly laying the ground for the direction of deliberations

Use of the recommendations

The recommendations from the Citizen Panels were taken into the Conference plenary. **All the recommendations from the citizens were used in some form in the final proposals.** The finalisation procedures that led to those decisions, while defined for all, were not always strictly

followed in each working group (where the bulk of the drafting was done). This made it more difficult for the ambassadors to prepare.

> **Recommendation 12:** In future exercises, the pathway and process from recommendations to proposals should be written down more in advance and be the same for each working group, rather than depending on the chair.

The balancing of the different institutional pillars and the citizens was clearly explained, but citizens seemed not always to be clear that they were only one element of the plenary. On occasion, this led to frustration, which could be avoided if the process is more clearly understood at the start. It is also important to tailor messaging to citizen participants (and more generally) to ensure it reflects the reality of decision-making power, which in this case lay with the plenary, with each pillar having a right to object.

> **Recommendation 13:** Citizens were accompanied and coached in the plenary, but for future processes that use Parliamentary premises and procedure, support and coaching should be further developed, both for citizen participants and institutional participants. With further coaching and better mutual understanding of roles and processes that are different from parliamentary sessions, discrepancies in expectations could be avoided in future processes.

While there was a conscious effort over the plenary process to move away from parliamentary proceedings, the Plenary elements of the Conference were complex and difficult to parse for citizens. In part, this was because of their political nature, and the fact that institutional actors often had strong preferences and were able to argue their cases expertly and eloquently.

> **Recommendation 14:** For future exercises, such plenary processes could designed as much as possible with different codes than the parliamentary ones. Citizens should either be more deeply embedded in a plenary process (which would need additional training and support, and design changes), or the plenary should focus on the public consideration of citizen recommendations by institutional and civil society actors. The Conference plenary tried for a mid-way position, and this was the cause of some frustrations expressed by citizens.

At times the Plenary Conference discussions turned extremely technical. For example, the feasibility of recommendations within the framework of the treaties, or what is possible within the EU's mandate were often discussed. Such technical discussions alienated the ambassadors, causing their involvement to waver at times. Despite this, they were grateful to be hearing from the other institutions how their recommendations could be taken on and how they could be implemented.

> **Recommendation 15:** For future processes the study recommends increasing the transparency of the drafting process to avoid confusion on whether citizens, who are supposed to be at the heart of the process, are granted their rightful place in the drafting process. The complexity behind such an elaborate inter-component engagement involving representative with different levels of procedural expertise needs to be carefully reflected in design.

This report does not consider the ultimate impact of the proposals, which is not yet known.

> **Recommendation 16:** For future exercises, it will be important that the decision-making around the final proposals is transparent, and that the loop is closed with at least a detailed joint communication, and preferably a review event, with all citizens.

> This event is already planned in the follow-up of the Conference, involving all the 800 citizens, but the expertise of participants should also be used in the design of future models for similar events. Moreover, especially because this Conference concerned

highly complex mechanisms for decision-making and the involvement of multiple institutions, citizens should be kept up to date about the political uptake of the results after the termination of the process. A clear and timely follow-up of how proposals will be taken up by policy-makers is crucial to give legitimacy and credibility to deliberation processes.

1 Introduction

This report represents the final report of the Request for services COMM/06/2021/Lot 1 concerning the **Study on the Citizens' Panels as part of the Conference on the Future of Europe**. The work was being undertaken by Technopolis Group in association with Democratic Society and Henningsen Consulting.

1.1 Objectives and scope of the study

The Conference on the Future of Europe (officially launched on 9 May 2021) relied on a mix of online and offline events, organised by the European institutions, national, regional, and local authorities, civil society organisations and citizens. A central feature of the Conference were the European Citizens' Panels, organised by the EU institutions on the main topics of the Conference. A number of randomly selected citizens representative of EU sociological diversity, organised over several deliberative sessions, came up with ideas and recommendations that fed into the overall Conference deliberations, in particular, into the Plenaries, and ultimately into the report on the final outcome of the Conference on its final outcome. The aim was to improve legitimacy of EU policymaking through an inclusive, deliberative process based on the informed views of citizens.

As part of the Pilot Project "Temporary Citizens' Assemblies: transforming societal consensus into a way of acting and establishing best practices to engage citizens more in EU public life", this study aimed to:

- **monitor and evaluate** the inclusiveness, effectiveness and impact of European Citizens' Panels in the framework of the Conference on the Future of Europe

- assess the **satisfaction of participants** with the organisation and the process

- provide the Commission and its partners in the organisation of the Panels, evidence on how deliberative methods can improve citizens' participation in EU policymaking and **identify recommendations** on how to enhance their added value in future policymaking processes.

- reinforce the **accountability** of the whole Conference exercise.

This study came at a pivotal time in the debate on the role of European Institutions and the legitimacy of EU policy making. By assessing this first experience of large-scale deliberation and reviewing the conception and implementation of the Panels, this work contributed not only to better understanding at EU level of the role that citizen deliberation may play in EU policy making, but to the rapidly advancing field of democratic participation and large-scale deliberation. The experience will support the EU in its future work in the consolidation and evolution of the use of deliberative methods in policymaking and will act as a model for others at national and international level.

1.2 Scope

The study covered the implementation of the European Citizens' Panels from their start (September 2021) to their end (March 2022) as well as the Conference Plenaries from the second plenary (held in October 2021) to their end (April 2022). During this time, the study analysed:

- **The European Citizens' Panels in the framework of the Conference on the Future of Europe**, their key features, design and functioning;

- The evaluation criteria and related questions listed in the Technical Specifications;

- Previous experiences in citizens assemblies and their lessons learned;

- The EU policy making process and the role of deliberative methods.

1.3   Structure of this report

The report is structured in the following sections:

- **Introduction**, presenting the report structure and changes to the foreseen timeline (the current chapter)
- **An overview of the methodology of the study**
- **An overview of the functioning of the Citizens Panels**
- **The evaluation findings** related to the evaluation criteria of Inclusiveness, Representativeness, Quality of debate and impact.
- **Conclusions and recommendations**

The report is accompanied by **annexes.** This includes the analyses of the post-event surveys for citizens, ambassadors and facilitators, as well as a comparison of the final Conference Proposals and the Panel Recommendations.

2 Methodological approach

The study was designed in view of the study objectives and the 22 evaluation questions included in the Tender Specifications. When assessing the Citizens' Panels this study adopted a twofold perspective:

- **Monitoring**, with a focus on the consistency and alignment between the activities initially foreseen and those actually implemented. The study took stock of the most relevant past experiences of participatory democracy (and especially of the lessons learned from them), to refine the monitoring framework and ensure it focused on aspects acting as drivers of success or bottlenecks, and the investigation of relevant paths. The monitoring framework was used during the implementation of the Panels and resulted in three deliverables in the form of the three monitoring reports, one after each Panel Session was completed.

- **Evaluation**, building on the evidence collected during monitoring and through additional data collection. Evaluation activities have a formative dimension and by triangulating factual evidence and opinions from stakeholders aim to identify what worked/did not work, isolate issues, and understand whether they are internal or external to the whole process and assess the related reasons to avoid repeating them, as well as identifying underlying and successful mechanisms. These activities aimed at providing forward-looking recommendations to feed future reflections on the use of similar tools in EU policy-making processes to allow EU Institutions to be accountable towards citizens and report on the activities implemented and the results achieved. In line with the tender specifications, the evaluation of the Citizens' Panels focused on the following evaluation themes:

  - **Representativeness** – whether and to what extent participants reflect the demographic and socio-economic trends and make-up of EU society and whether the random sampling and the way it has been implemented by selected contractors proved to be conductive to the representativeness of the Panels. This criterion focused on the actual composition of Panels and assessed, mainly through desk research, to what extent this composition reflected key features of EU society.

  - **Inclusiveness** – whether and to what extent Citizens' Panels have managed to include citizens not having previous experience in democratic participation and that represent different views (including those of underrepresented groups). This criterion focused on how Panels are built and if the approach used allowed the fair inclusion of voice from all parts of society.

  - **Quality of debate** – whether and to what extent the deliberative process was conducted in an impartial manner and gave participants enough time and support to come to informed and independent decisions. This criterion focused on the implementation of Panels and how the internal discussion took place. The attention was on the interactions among participants and organisers and the satisfaction of participants with the organisation and the process.

  - **Impact** – whether and to what extent the deliberative process was successful, Panels' recommendations made their way through the Conference Plenary, and participants have a more positive opinion about the EU as a result of their participation in the Panels. Without going beyond the framework of the Conference on the Future of Europe, this criterion focused on the direct and indirect results and impacts of the whole deliberative exercise on both participants and the EU political agenda. It triangulated a factual analysis of the take up of Panels' recommendations in plenary discussion and participants' opinions on the extent to which their voices have been heard, along with other evidence, to conclude on the overall effectiveness of the deliberative process.

This chapter starts with the description of the evaluation framework and continues with the presentation of the main data collection tools that were adopted to implement the frameworks and to collect relevant data.

2.1   The evaluation framework

The analytical framework was based on the use of:

- the **intervention logic** as the main tool to understand causal and logical links among the activities of the Panels and the effects expected from their implementation,

- the **evaluation matrix** as a tool to steer the evaluation by setting – since the onset stage of the study – the methodological approach, the indicators, and the relevant information sources for answering the evaluation questions.

In addition to the **22 evaluation questions listed** in the Technical Specifications, we have **added 2 questions** aiming to explore more in detail issues related to multilingualism and the immediate results (other than the recommendations) coming from the Citizens' Panels. These questions are highlighted in grey below.

Table 1: List of the evaluation questions

Evaluation criteria	Questions
Inclusiveness	Q1: Did underrepresented groups have an opportunity to express themselves in the process?
Representativeness	Q2: Are Panel members randomly selected?
	Q3: If yes, which methods have been used to contact potential Panel members?
	Q4: Is it a two steps random selection? If yes, how many people have been registered in the pool prior to stratification?
	Q5 Is the final group of Panel members stratified to match the demographic profile of the EU?
	Q6: Are there any criteria (such as, e.g., disability or ethnic origin) that have not been used and for which the final Panel members may not be representative of the European population?
	Q7: Are people with a stronger preference for direct democratic participation more represented on the panels than those who prefer delegative systems?
	Q8: Are people with a stronger preference for a more integrated European Union more represented than those who prefer greater independence for the states?
	Q9: Does the voting intentions of the members of the Panels match the proportion represented in the EP elections?
Quality of debate	Q10: Was there enough opportunity for participants to get the necessary factual knowledge through information material and policy experts input?
	Q11. How useful was it for the quality of deliberations and recommendations that the Panel members were confronted with the ideas and insights from the online platform?
	Q12: Throughout the process, were debates conducted in an impartial manner?
	Q13: Did Panel members have enough time to learns and weigh the evidence, discuss the issues in adequate depth, find common ground and draft recommendations?
	Q14: How has the process ensured multilingualism and proportionate speaking time for different languages of the EU?
	Q15: Did the facilitators help Panel members with recommendation drafting? What did this help consist of?
	Q16: What was the degree of autonomy of Panel members during the discussions and the drafting of recommendations?
Impact	Q17: To what extent did Panel members feel that their voice has been heard?
	Q18: To what extent did the Panel members have a more positive opinion about the EU as a result of their participation in the Panels?
	Q19: To what extent did the Plenary take into consideration and discuss the recommendations presented by the panels?
	Q20: Did Panel members that were also Plenary members have enough time and space to present and explain the Panel recommendations?
	Q21: To what extent the final recommendations of the Plenary coincide with those of the Panels?

	Q22: If they were modified, to what extent and what were the arguments justifying these changes?
	Q23: In the case of recommendations that were rejected as a whole, what were the main reasons for this decision?
	Q24: What immediate results (other than the recommendations) stem from the Citizens' Panels?

2.2   Methods used

Table 2 below presents an overview of the methods used to address the evaluation themes. Given the object of analysis (Citizens' Panels) **the collection of information from primary sources was key for this study**. It included both direct observation of the Panels and Conference Plenaries by experts in deliberative processes, and consultation of stakeholders through surveys and interviews to gather feedback from participants, organisers and the Common Secretariat overseeing the whole process. The principle of triangulation was applied in the way stakeholder opinions were analysed by making sure they were duly weighted and that all stakes and perspectives were considered when identifying key findings.

Table 2: Overview of data collection tools used to address the evaluation themes

Phase	Inclusiveness	Representativeness	Quality of the debate	Impact
Desk research	√	√	√	√
Surveys	√	√	√	√
Direct observation	√		√	√
Interviews	√		√	√

Source: authors' elaboration

2.2.1   Desk research

The study team reviewed and analysed the following documentation relating to the Panels:

- **Documentation relating to the recruitment of the Panels** from Kantar, including the Technical Report of November 2021, the screening questionnaire used in the recruitment process, and sociodemographic data on the participants recruited for each Panel.

- In advance of their attendance to each Session of their Panel, the **participating citizens received a number of communications by email**, including practical information on logistics as well as briefing information related to the Panel discussions.

- Relevant **Eurostat, Eurobarometer, and other external survey data** for comparison with the recruitment and participants' survey data to assess the inclusiveness and representativeness criteria. This data is referenced where appropriate in the analysis in this report.

- **Documentation related to each session of the Citizens' Panels** including lists of experts intervening and fact-checkers, agendas and detailed rollouts, presentations made by experts, outputs of working groups activities done by citizens, presentations done by moderators, guidelines related to the organisation and procedures of the sessions.

- **Documentation related to the Conference Plenaries** including amendment papers developed by the working groups, and detailed rollouts, lists of participation, concept paper on Plenary organisation, etc.

- **Key reports and Conference outcomes** such as the list of recommendations developed by the Citizens Panels, the Report on the Final Outcome (including the proposals[3]), Activity reports, Platform reports. All are available on the online multimedia platform.

2.2.2   Direct observation

A team of observers specialised in deliberative processes attended the Citizens' Panels to capture real-time data on speaking time, idea generation, facilitator practice and participant behaviour, as well as a range of other quality indicators. Observers were present at each Panel Session and randomly allocated a subgroup each, as set out in Table 3 below. Each observer followed one subgroup throughout each Session weekend to ensure a continuous monitoring of the process of deliberation taking place in each subgroup.

Table 3: List of subgroups observed in Session 1

Session	Subgroup	Panel 1	Panel 2	Panel 3	Panel 4
Session 1	Subgroup a	15	13	6	2
	Subgroup b	9	1	15	5
	Subgroup c	8	10	9	9
	Subgroup d	2	3	12	12
Session 2	Subgroup a	2	5	1	3
	Subgroup b	3	11	6	2
	Subgroup c	5	10	10	5
Session 3	Subgroup a	2	5	1	3
	Subgroup b	13	1	6	7
	Subgroup c	9	2	5	3

Source: Democratic Society

The observers used a grid to capture real-time timestamps for each speaker/intervention and generate quantitative data on speaking time, as well as qualitative observations related to facilitators' and participants' behaviours in relation to the quality of the debate. From the speaking times recorded, the observers could then measure the balance of speaking time between participants and the facilitator, as well as monitor the balance of speaking time across languages for the participants present.

In addition, 3 observers attended each of the 7 Conference Plenaries, following specific working groups that covered certain themes, the most observed being: climate change and the environment, European democracy, EU in the world, Health and Digital transformation. This choice was made in order to monitor the discussion of the proposals in depth and these themes were selected in light of the current political context and implications for the EU treaties.

In February 2022, the observation protocol was revised to include additional qualitative indicators for Session 3: the process used in subgroups to reach consensus on the recommendations; the type of argumentation used in this process and to support the recommendations; and finally, the extent to which having a hybrid event, including offline and online participants in the subgroup, affected inclusion in the process.

To integrate the observer's data in the analysis, the observation team performed an additional analysis to compare and triangulate the notes taken during the final Conference Plenary sessions. In two focus group sessions with five observers in each, notes from all observers across Plenaries were explored, compared and later analysed through thematic clustering.

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[3] In order to understand the pathway between the recommendations and the proposals that derived from them, a sample of the proposals was drawn across all themes and analysed in terms of how it derived from the panel discussions as well as other inputs such as the Digital Platform and the National Citizen Panels.

2.2.3 Surveys

This study used two types of surveys:

- **pre- and post-event surveys** (or a before and after survey) – a survey design where results are measured before being exposed to an intervention and then measured again, after being exposed to it. This type of survey is particularly relevant for questions relating to participants' experience of the Panels process and their opinions of the EU.

- **panel surveys** were implemented at the end of each Panel session (three surveys in total) to gather participants' feedback on the discussions and interactions during that specific Panel session. This type of survey was particularly relevant to address the questions on the quality of debate and to gather information to feed some monitoring indicators.

The surveys' **target population comprised** Panel participants and facilitators, as shown in Table 4 below.

Table 4: Overview of stakeholders targeted by the surveys

Stakeholder group	No.	Pre-event survey	Panel survey	Post-event survey
Panel participants	800	X	X	X
Facilitators	96[4]			X

Surveys were implemented after each Panel Session (see Appendix B for details), with overall satisfactory response rates (summarised in Table 5 below). In particular, the circulation of the combined Session 3 panel survey and post-event survey immediately after Session 3, show very satisfactory results (95%).

The pre-event survey and previous panel surveys for Sessions 1 and 2 had lower response rates of between 49% and 61%. For the "pre-event" survey, 61% is generally a satisfactory response rate but it may include some self-selection bias. Accordingly, generally this data "suggests" certain findings but is not conclusive.

Table 5: Surveys implemented in this study, with response rates

Type of survey	Overall Population	Number of respondents	Response rate
Session 1 Panel survey	707	344	49%
Session 2 Panel survey	707	381	53%
Pre-event survey	707	429	61%
Session 3 Panel survey & Post-event survey	697	662	95%[5]
Post-Event facilitators' survey	96[6]	32	33%

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[4] Based on the interview conducted with Missions Publiques conducted in June 2022.

[5] The response rate is calculated based on the number of participants who received an invitation to Session 3. Some participants never reacted to Session 3 invitations, and they were listed as remote and never showed up in the Session activities. However, they did receive the invitation to answer the survey. According to the data shared by VO, 22 did not attend the activities of Session 3.

[6] Based on the interview conducted with Missions Publiques conducted in June 2022.

The Team designed **survey questionnaires** with a view of balancing the need for keeping them short to reduce the burden on participants and ensure a good response rate, with the need for collecting information to feed a significant number of evaluation questions. To better calibrate results from the survey and allow comparisons between the 800 Panel participants and the general population (for example, concerning their opinions on the EU), some questions mirror questions from the Eurobarometer or other relevant multi-country surveys.

2.2.4 Interviews

The objective of the interviews was to collect qualitative feedback and in-depth views from a range of Panel participants, facilitators, and organisers. The interviews collected information on experiences of the process, especially aiming to gather ideas on what can be improved and how lessons learnt from the current exercise can be capitalised and used in future.

A comprehensive programme of **68 interviews** ensured coverage of a broad range of participants and stakeholders. Table 6 below provides an overview of the interview programme per types of actors with indication of the target number of interviews initially foreseen, the actual number of interviews conducted, the number of participants contacted and the timing. All the interviews were conducted online.

Table 6: Structure of the interview programme

Stakeholder group	Target number of interviews	Actual number of interviews	Number of stakeholders contacted	Timing
Panel participants	10 per Panel (40 total)	37	78	After the European Citizens' Panel – final event on 9 May.
Panel Ambassadors attending the COFE plenaries	5 per panel (20 total)	17		After the last Conference Plenary on 29-30 April.
Panel facilitators & plenary moderators	3 per Panel (12 total)	12 (5 from Panel 1, 1 from panel 2, 3 from Panel 3, 5 from Panel 4)	15	After the last Citizens' Panel on 25-27 February.
Panel organisers/contractors	4 (Kantar, Missions Publiques, VO Europe, Teamwork)	2 (Kantar and Missions Publiques)	4	After the European Citizens' Panel – final event on 9 May.
Total	**76**	**68**	**100**	

Across all groups of actors (panel participants, ambassadors, facilitators & moderators, panel organisers/contractors), a total of **100 people were contacted** (either by email or by phone) by a team of 13 interviewers (to ensure a broad language coverage).

Regarding the selection of panel participants and panel ambassadors for interviews, sampling was made to reflect: a **broad range of nationalities** – an approximately equal mix of North, West, South and Central and Eastern Europe, and a **range of ages** that reflects the age profile of the Panels. **Gender balance** was ensured in the sample as well as an **equal number of ambassadors and panel participants from each panel**. Further, interviews collected a broad range of opinion and feedback by specifically including in the sample participants that **gave both high and low grades when asked whether they were satisfied by the Citizens' Panels** in the

post-event survey. Citizens (panel participants and ambassadors) were contacted and sent two reminders, if they were unavailable or did not respond, a **substitute** (with a matching profile and socio-demographic attributes) was identified and contacted.

The sampling strategy to select citizens (panel participants and panel ambassadors) for interviews is presented in Table 7.

Table 7: Sampling strategy - desired socio-demographic profiles of interviewees

Country of residence	Age	Gender	Education	Panel allocation	Ambassadors	Level of satisfaction
15 citizens from **Northern** EU MS 15 citizens from **Western** EU MS 15 citizens from **Southern** EU MS 15 citizens from **Central & Eastern** EU MS	20 citizens aged **16-25** 120 citizens aged **26-54** 20 of citizens aged **55+**	50% **male** citizens 50% female citizens	20 with **primary** education 20 with **secondary** education 20 with **tertiary** education	15 citizens from **Panel 1** 15 citizens from **Panel 2** 15 citizens from **Panel 3** 15 citizens from **Panel 4**	Out of the 60 citizens interviewed, **20** were ambassadors (**5** from each panel)	Equal number of participants that gave both high and low grades for **overall satisfaction** (post-event survey)

Source: Technopolis Group

Group interview

The objective of the group interview with the Executive Board and Common Secretariat was to have an in-depth discussion on the overall implementation of the Panels, and any deviations from the planning and expected impacts.

The interview gathered 9 participants representing the Common Secretariat (4 from the European Commission, 2 from the European Parliament and 3 from the Council of the European Union). The participants represented the Common Secretariat since members of the Executive Board were not available. The group interview was structured as an hour and a half group discussion about the different views on the Panels' deliberative processes and impact, as well as opinions on successes and issues. The interview was held online via Microsoft Teams.

2.3   Quality of the data collected

With regard to the data resulting from direct observations, two considerations need to be made in relation to the quality of the data:

- Firstly, time stamps were captured by observers in real time manually while also listening to the content and paying attention to behaviours related to inclusiveness and quality of the debate. This means that the timestamps and resulting **time-speaking calculations are approximate.** In particular, it became difficult during Session 3 to timestamp every contribution from every participant in the subgroup because some conversations were too unstructured, or happened in parallel within smaller groups, due to time pressure or the set-up of the event. In the cases where this happened, observers captured the timestamps for the start and end of these unstructured sessions, and this was taken into account in calculating the time for facilitators and participants.

- Secondly, observations represent only a **sub-sample of all the subgroups in the panels**. The qualitative insights on facilitators and participants' behaviours are therefore determined by the facilitator and participants present in the groups observed, as well as the observers interpretative process, rather than a representation of the extent to which these observed behaviours were present across all subgroups. For this reason, this report takes a mixed-methods approach and brings together the quantitative data from participants' surveys

with the qualitative data resulting from the direct observations. This allows to combine data on the extent to which some insights were perceived by participants with data on the qualitative nuance and reasons behind some behaviours as captured through direct observation.

With regard to the survey data, the following should be noted:

- **Questionnaires were revised,** to comply with **data protection requirements**, and ensure they were anonymous. Reflecting a Commission request, **sensitive questions** (regarding religion, sexual orientation, ethnic and linguistic minorities) and personal (anonymous) identifiers were **deleted.** As it was not possible to track the evolution of perceptions and knowledge, **participants were asked to self-evaluate** potential changes in perception and knowledge resulting from their involvement in the Panels. The response option "prefer not to say" was added to all questions.

- As the pre-event survey was deployed after the first event, this may have generated positive bias. Indeed, as citizens had already participated in one event, they were already more positive about the Citizens' Panels.

- To maximise response rates, and ensure timely data, it was decided to create an **integrated survey combining both the Session 3 panel survey and the post-event survey**. This approach also minimised the number of surveys shared with participants (to avoid survey fatigue). A **dedicated time** slot was allocated on the agenda of Session 3 to complete the survey. By sharing the post-event survey at the end of Session 3, rather than after the Conference Plenary where recommendations[7] were discussed, the **data collection strategy** was revised. The questions capturing participants feedback on Panel recommendations were addressed during the **interviews** with participants and ambassadors instead.

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[7] Initially planned for 22 February 2022. The last Conference Plenary to discuss recommendations was held on 25-27 March 2022.

3   The Citizens Panels – an overview

3.1   Objectives

The objective of Citizens Panels was to allow, by way of a **citizens-focused, bottom-up exercise**, European citizens to have a say on what they expect from the European Union and an **active role in shaping the future of the European Union**.

The European Citizen Panels were a highly **innovative experiment in deliberative democracy** in terms of both the scale (first experiment done at the scale of the European Union) and the methodology (the specific deliberative process adopted combined with the large-scale multilingualism made this a first of its kind experiment).

The aim of this transnational, multilingual and interinstitutional exercise of deliberative democracy, was to involve thousands of European citizens, as well as political actors, social partners civil society representatives and key stakeholders[8].

3.2   The Citizen Panels process

In 2017, **European leaders officially advocated for a renewal of representation mechanisms with a view to re-engaging citizens in the public sphere**. In March 2017, leaders of the EU27 and European Union institutions ratified the Rome Declaration[9] in which they committed to incorporate citizens into the debate on Europe's future integration trajectory. Following this momentum, a new participatory approach was proposed by the European Commission in its 2017 White Paper on the Future of Europe.[10] This approach was later stressed by President Juncker in his address on the State of Union, highlighting the need for the continuation of the Citizens' Dialogues with the view of shaping a "Union of citizens" .[11]   In 2019, the newly appointed European Commission President Von der Leyen, stressed the need for a "new push for European Democracy" while announcing the creation of a two-year **Conference of Europe** to the Members of the EU Parliament.[12] In her opening statement the Candidate for the Commission Presidency highlighted her political willingness to guarantee "a leading and active" role to European citizens "in building the future of the Union"[13].

A central feature of the Conference were the **European Citizens' Panels**. Four panels of 200 randomly selected citizens, representative of the EU's sociological and geographical diversity, were set up to allow citizens to jointly debate the future of Europe. Participants in these panels took on board contributions gathered on the Multilingual Online Platform of the Conference and put forward their recommendations to the Conference plenary.

The **European Citizens' Panels were one of the four pillars of the Conference on the Future of Europe,** which also included:

- The **Multilingual Online Platform** where citizens from all EU Member States could express their ideas in their own language, interact with each other across geographical borders and

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[8] Conference on the Future of Europe –Report on the Final outcome (2022)

[9] European Council (2017). *The Rome Declaration. Declaration of the leaders of 27 member states and of the European Council, the European Parliament and the European Commission*

[10] European Commission (2017). *White paper on the future of Europe. Reflections and scenarios for the EU27 by 2025*.

[11] Juncker, J.C (2017). *State of the Union Address 2017*. Brussels.

[12] Von der Leyen, U (2019). *Opening Statement in the European Parliament Plenary Session by Ursula von der Leyen, Candidate for President of the European Commission*. Brussels

[13] Von der Leyen, U (2019). *Opening Statement in the European Parliament Plenary Session by Ursula von der Leyen, Candidate for President of the European Commission*. Brussels

have the opportunity, if an idea was picked up, to directly influence Conference decisions. The platform also included contributions from the next two pillars, national citizen's panels and events.

- The **National Citizen's Panels** and **events** organised in the **framework of the Conference:**

  - In total, 6 Member States organised **National Citizen's Panels**, namely Belgium, Germany, France, Italy, Lithuania, and the Netherlands. The recommendations of those National Citizens' Panels were presented and debated in the January and March Plenaries, as well as in the Plenary Working Groups, together with the recommendations of the European Citizens Future.

  - The **events organised in the framework of the Conference**, included: 1) **National events**: the main objective was to listen to citizens and to involve them in debates in the EU. Activities and events in the Member States were organised by different institutions and stakeholders, including national, regional, and local authorities, civil society organisations, social partners, associations, and citizens. 2) **European Youth Event (EYE)**: took place on 8-9 October 2021 and brought together 10 000 young people online and in the European Parliament in Strasbourg to shape and share their ideas for the future of Europe. The Youth Ideas report was presented to the Conference Plenary on 23 October by young participants from the European Citizens' Panels who had also taken part in EYE2021. 3) **Other events** organised by various institutions and stakeholders that gathered EU citizens to discuss the future of Europe such as the European Economic and Social Committee (EESC) or the European Committee of the Regions (CoR).

- the **Conference Plenaries** where a sample of citizens attended, together with Members of the European Parliament and other institutional representatives, to present and discuss the recommendations stemming from the European Citizen Panels.

The activities of the Panels were strongly intertwined with the other pillars and activities of the Conference. Figure 1 below presents the revised flow of activities and agenda of the Conference on the Future of Europe, based on information shared by the client by email on 27 January and 16 February 2022.

Concretely, a sample of 800 citizens (split in four Panels of 200 people each) were recruited to meet and discuss the future of Europe during three sessions held between September 2021 and January 2022. These Panels made policy recommendations on the main topics of the Conference. These recommendations, together with others coming from national Panels, were presented, and discussed at the Plenaries of the Conference and fed into the final deliberations.

The Conference Plenary was composed of:

- 108 representatives from the European Parliament, 54 from the Council and 3 from the European Commission[14], as well as

- 108 representatives from all national parliaments[15]

- 80 representatives from European Citizens' Panels,

- the President of the European Youth Forum

- 27 representatives[16] of national events and/ or National Citizens' Panels.

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[14] Other members of the European Commission were invited to the Plenary, notably where matters relevant to their portfolio were to be discussed.

[15] Conference on the Future of Europe (2022), Report on the Final outcome.

[16] One per Member State.

- 18 representatives from the Committee of the Regions and 18 from the Economic and Social Committee

- 6 elected representatives from regional authorities and 6 elected representatives from local authorities, 12 representatives of the social partners, and 8 from civil society.

- The High Representative of the Union for Foreign Affairs and Security Policy was invited when the international role of the EU was discussed.

- Representatives of key stakeholders, such as representatives from the Western Balkans partners, Ukraine, churches, religious associations or communities, philosophical and non-confessional organisations were also invited[17].

Figure 1: Revised agenda of the Conference on the Future for Europe
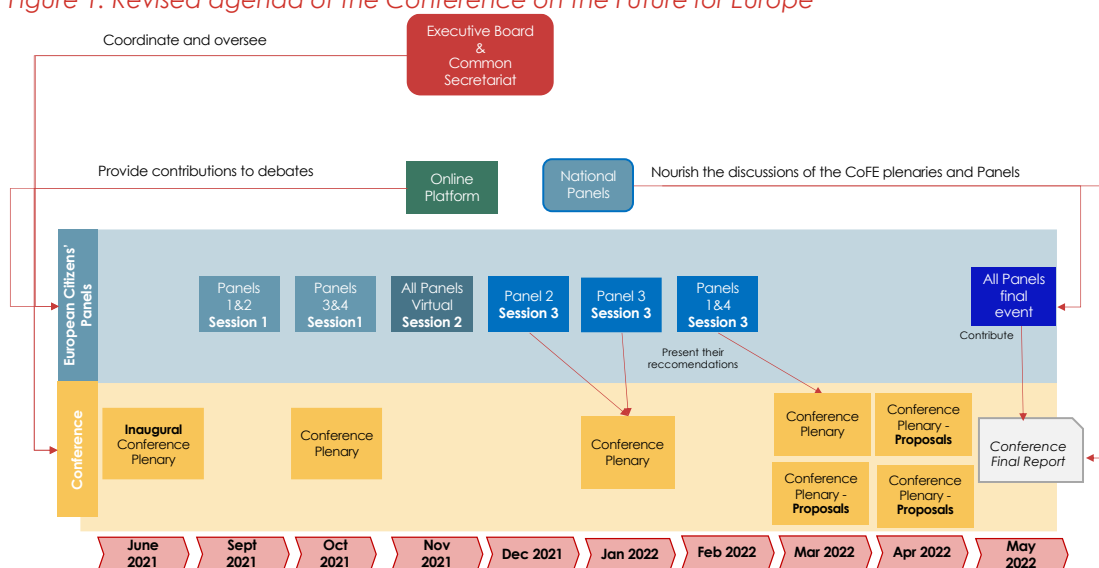
Source: Authors, based on information provided by the EC (on 11 January & 15 February 2022)

3.3   Panel recruitment

Panel participants were recruited by Kantar starting from August 2021. For each Panel the process sought to recruit 200 participants – thus 800 participants overall – plus a reserve list of 200 citizens with the same overall profile as the Panels (in case of dropouts).

Kantar performed recruitments for all panels – with each panel to meet three times (in three sessions). Additional recruitments were performed between sessions (from end-August to mid-October, and end-October to mid-November) to replace dropouts and for countries where recruitment relative to the quotas was particularly low.[18]

Participants were randomly selected through random digit dialing (RDD) and computer-aided telephone interviews (CATI) by a network of national agencies coordinated by Kantar. In some cases, contacts were made face-to-face through Computer-Assisted Personal Interviews (CAPI) first and then followed up by phone or emails. Table 8 below summarises the approach per country.

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[17] Conference on the Future of Europe (2022), Report on the Final outcome.

[18] Kantar Technical Report on recruitment of participants, November 2021.

Table 8: Recruitment of the European Citizens' Panels

Recruitment approach	Countries covered
RDD CATI	AT, BE, BG, CY, CZ, DE, DK, FR, EL, HU, IT, LV, LT, MT, PL, PT, SK, ES, SE
Random CATI via phone register	HR
RDD CATI and random online (pre recruited probabilistic/randomly recruited database)	EE
Random online (pre recruited probabilistic/randomly recruited database)	LU
Random CATI via national register	FI
Random via CAPI (face-to-face)	IE, SI
RDD CATI, switched to CAPI (face-to-face)	NL, RO

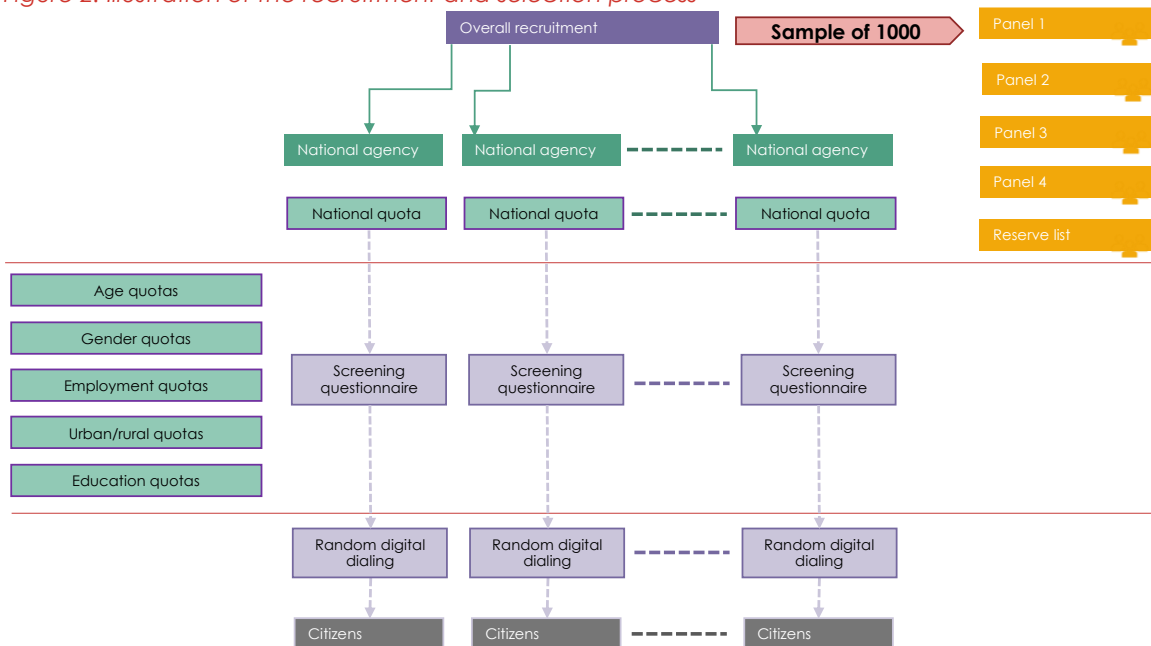Source: interview and exchanges with Kantar, analysis by Technopolis

Recruitment interviews were based on a **screening questionnaire** structured according to the following key elements: gender, age, highest level of education, current occupation, region, rural or urban, contact number, dietary requirements, disability, comfort with participating in online meetings and willingness to attend pre-launch Conference.

Through the screening questionnaire, the randomly contacted citizens were **selected for recruitment to the Panels according to whether they matched six specific criteria** – country, age, gender, occupation, urbanisation and education – **until the quotas for each criterion were filled**:

- **Country of residence,** with country quotas set according to the degressive proportionality principle applied at the European Parliament
- **Age** (three age groups: 16-25, 26-54, 55+), with one-third of the selected citizens to be between 16 and 25 years old
- **Gender** (ensuring gender parity for each age group)
- **Employment** status (employed, including self-employed, or other, such as student, pensioner, unemployed, etc.)
- **Location** (urban or rural place of residence)
- **Education** (with a degree, secondary education, none or primary).

In addition to the national quotas, agencies were asked to include participants from various regions of the countries (based on information gathered in the screening questionnaire above). In Denmark, France, Portugal, the Netherlands, and Spain, recruitment aimed to secure at least one participant from an overseas territory. Figure 2 summarises the recruitment process.

Figure 2: Illustration of the recruitment and selection process

Source: interview and exchanges with Kantar, analysis by Technopolis

3.4   Overview of the three Citizens Panel Sessions

Each of the four Panels met for three Sessions, with each Session having a specific objective and role in the process: in Session 1, participants identified topics linked to their panels, in Session 2, they identified issues and produced orientations, and Session 3 prioritised the orientations and fine-tuned them into final recommendations. As illustrated in Figure 1 above, Conference Plenaries were also held in parallel during the Panels process and these are referred to below when relevant.

3.4.1   Session 1

Session 1 aimed to set the tone of the whole deliberative process and smoothly bring participants into the topics of discussion as summarised below.

📍	**In-person event over the course of a weekend at the European Parliament in Strasbourg.** Panel 1 on 17-19 September, Panel 2 on 24-26 September, Panel 3 on 1-3 October, and Panel 4 on 15-17 October 202. On each of the four weekends, the event started on Friday early-afternoon and ended on Sunday at midday.
◎	**Set the tone, framework and high-level objectives** of the whole deliberative process,
	Smoothly **accompany participants into the topics** covered by the Panels by starting from triggering their wider views on the EU until the identification of priority areas where to focus subsequent discussions
	Make participants aware of the Panel working methods and of the existence of the Multilingual online Platform as possible source of information and a platform for continuous interactions.
📊	**Identification of five collectively agreed streams of topics** resulting from the participants' discussions to steer in-depth discussions in the second session and formulate recommendations in the third session

For each Panel, Session 1 was composed of a mix of plenary meetings and breakout discussions in 15 parallel subgroups with the following key features:

- **Panel Plenary meetings** were opportunities to inform participants about the Conference and the topics covered (e.g. through expert interventions) or to collectively validate future lines of action. The plenaries were livestreamed, with two moderators steering the agenda. Multilingualism was supported via simultaneous interpretation (for interventions by moderators and participants and presentations).

- Most of the deliberative process took place in the **subgroups** where participants were asked to interact and engage in conversations according to a specific deliberation protocol steered by the facilitators.

- The up to 200 Panel participants were therefore divided into 15 subgroups of 8-12 citizens each. Each stream was divided into three to four sub-streams. There were three breakout rooms (subgroups) per stream, each one focusing on one or two sub-streams. Breakout rooms were where most of the discussions and the exchanges between participants took place. Breakout rooms made sure to have 4-5 languages represented in each (to allow simultaneous interpretation), with English sometimes used as a bridge language. The composition of each subgroup changed between Session 1 and Session 2, however it did not change between Session 2 and Session 3 as citizens were preparing the final recommendations.

- In light of their broad scope, the topics of the Panels were divided into **topic blocks** (see Table 9 below), with subgroups being allocated different topic blocks. The topic blocks reflect the building blocks of the Multilingual Digital Platform.

Table 9: Overview of topics and topic blocks of the first session of the Panels

Panel	Topics	Topic blocks
Panel 1	Stronger economy, social justice, jobs / education, youth, culture, sport/ digital transformation	Social justice, growth and jobs Digital transformation Education, culture, youth and sports
Panel 2	European Democracy/values, rights, rule of law, security	Values, rights, rule of law, security European democracy
Panel 3	Climate change, environment/ health	Climate change and environment Health
Panel 4	EU in the world / migration	EU in the world Migration

Source: authors' elaboration from Citizens Panels documentation

- The Panels' discussions were nurtured by the interventions of **Policy Experts** who brought into the plenaries their expertise in specific domains and engaged with the citizens in some subgroups in a series of Q&As.

- Session 1 also selected (by the drawing of lots to choose from a pool of volunteers) delegations of 20 **ambassadors** (of which 1/3 should be younger than 25) from each Panel to take part in the Conference Plenaries, present the outcome of their discussions and debate them with other participants.

- The documents resulting from the Panel's sessions were published on the **Multilingual Digital Platform**, available throughout the whole Conference process, with contributions from the national level and supporting the communication and deliberation of the Panels. Furthermore, participants received at the start of Session 1 a **handout** presenting the

relevant parts and the mind maps contained in the first interim report from the MDP. The main contributions of the MDP were also presented in the first plenary of Session 1 and experts commented on the relevant mind maps[19].

3.4.2   Overview of Session 2

📍	**An online event over the course of a weekend**
◎	Improve participants' **understanding of the topics** covered by the streams identified in Session 1, of existing initiatives and outstanding issues Accompany participants in the **identification of specific challenges and possible solutions in relation to the streams and their sub-topics** and in the analysis of these elements to understand the drivers of the problems and assess their scale
🖥	Identification of **key issues and orientations** for each stream identified in Session 1

Session 2 aimed to dig into the topics covered by the Panel and understand the related issues, their relevance and identify potential orientations for future action. Drawing on experts' inputs, panel participants discussed the streams identified during Session 1 and further organised them into issues (i.e. main problems to be addressed) and **orientations** (i.e. key areas for improvement). The orientations formulated at the end of Session 2 constitute the starting point for the identification and the drafting of recommendations in Session 3.

Held entirely **online**, the event ran from Friday afternoon to Sunday afternoon and consisted of a combination of **plenary rooms** (plenary sessions including all panel participants), **parallel stream plenaries** (plenary sessions taking place simultaneously including panel participants allocated to the same stream) and **breakout rooms** (subgroups):

- plenary rooms were dedicated to the provision of information relevant to all participants and to the common validation of key steps of the deliberative process. The main contributions of the MDP were also presented.

- For each Panel there were five parallel stream plenaries focused on specific streams and provided information to the panel participants in the same stream. In light of their thematic nature, these were also the fora for the experts' presentations and Q&A sessions. Stream plenaries were meant to create a suitable context to discuss topics in-depth.

- Each stream was divided into three to four sub-streams. There were three break-out rooms (subgroups) per stream, each one focusing on one or two sub-streams. Breakout rooms were the stage of most of the discussions and the exchanges between participants.

- Breakout rooms made sure to have 4-5 languages represented in each (so as to allow simultaneous interpretation). The composition of each subgroup did not change during the session though they were different from Session 1.

- Furthermore, in Session 2 participants had the opportunity to share their feedback by voting through a **poll-window**.

Policy experts were involved in this session. During the stream plenaries, they gave a brief overview on the sub-streams, highlighted relevant challenges, presented different positions

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[19] Conference on the Future of Europe (2021), Report Session 1

and propositions for solutions[20]. After each intervention, Q&A sessions allowed Panel participants to ask questions and obtain clarifications. Experts could also participate in the Panels by closely interacting with participants in the breakout rooms.

Fact checkers had the responsibility to respond to emerging questions during subgroup discussions. All questions were channelled through fact checkers and brought back to the subgroups. Experts on the topics (such as academics, industry representatives, staff from EU institutions) could provide a more comprehensive response. Questions and answers were shared via a dedicated Slack channel.[21]

3.4.3   Overview of Session 3

📍	**In-person event over the course of a weekend in four different European cities.**
◎	**Close the deliberation work** and complete the reflections of working groups on all the streams with the identification and validation of **recommendations** to be presented to the Conference on the Future of Europe (CoFe) plenaries
📽	Identification and adoption of **agreed recommendations**

Session 3 ended the deliberation process and identified common **recommendations** for the future of Europe to be presented at the Conference plenaries. The event started on Friday afternoon and ended on Sunday midday and consisted of **plenary** sessions, an **open forum** (an informal time for citizens to read and discuss **orientations** and prioritise them) and **subgroups**. Session 3 took a **hybrid format**, participants who could not attend onsite could join **online**.

As highlighted in the guidance document developed by Missions Publiques[1], **recommendations** were to be clearly substantiated proposals for change or a demand for political action. A recommendation was to be derived from an **issue** identified in Session 1 and transformed into **an orientation** in Session 2. A recommendation was to have three parts:

- A **statement**: a short paragraph identifying the desired change or political action, possibly followed by a brief (one or two sentences) suggestion for who should bring about the change or political action and in what way.

- A **justification**: a list of arguments for the proposed change or political action. If trade-offs and potential adverse effects had been discussed these should be described along with an explanation for why the recommendation was nevertheless given. The justification should preferably reflect on why citizens believe that an EU-wide action is required.

- A **track record** to understand where it originated: a list of orientations on which it is based.

In Session 3, each subgroup developed **one to five recommendations** based on the orientations flagged as priorities by the whole Panel or their own subgroup. The subgroups first reviewed the recommendations under each stream and then were assigned to one stream (the same as in Session 2) to integrate participants' comments and finalise the related recommendations.

As Session 3 led to the final recommendations, the Common Secretariat devised a system to ensure that the **expert and fact-checking** input maintained high quality standards and

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[20] Missions Publiques (2021), Concept for the use of fact-checkers

[21] *Ibid*

avoided undue influence[22]. The **Knowledge and Information Corner (KIC) onsite,** that existed for the 3 sessions**,** was run by a "coordination unit" that centralised all requests for information and fact-checking from citizens. Indeed, citizens could send a question to the KIC via the facilitators and get a reply. The Common Secretariat checked accuracy, accessibility, and "neutrality" of the draft reply before it was sent back to the citizens[23]. Unlike Session 1 and 2, the intervention of policy experts was **on-demand** and not through presentations during plenary and/or the subgroup sessions.

Plenary rooms were dedicated to providing information relevant to all participants and validation of key steps of the deliberative process. The last plenary on Sunday was dedicated to **voting** on recommendations. Participants voted by using the online voting form provided (sent by email to remote participants). The recommendations were read, one by one, for each stream. If a recommendation passed a **70% threshold** of votes cast, it was passed on to the Conference Plenary to be discussed with the other CoFoE stakeholders. Participants could vote in favour, against or abstain[24].

3.5   Overview of the Conference Plenaries

📍	**In-person event taking place over the course of a weekend before and in between panels (3 times) and then again 4 more times between March and April**
⊕	**Presentation of recommendations in a plenary setting** through the presence of citizen ambassadors and other stakeholder groups.
	Drafting of recommendations into proposals with editing work undertaken by the Working Group chairs **and the citizens spokespersons, assisted by the Common Secretariat**
🖼	Finalisation of the proposals report

The plenaries involved **80 ambassadors from across the 4 panels** (20 per panel) randomly selected from volunteers from each panel during Session 1, along with the other components of the conference presented above.

Topics were distributed across working groups. Similarly, the topics were distributed across working groups, allowing ambassadors to present the recommendations of the panel in which they participated to the other stakeholders participating in this phase of the Conference.

There were a total of 7 plenaries during the course of the conference, and European Citizen panel participants took part in 6 of them, starting with the one in October. The first served as an inaugural plenary. The second conference plenary involving citizens served as a "state of play" of how the progress of recommendations was going, and the third began discussing recommendations from Panel 2 and 3 (European Democracy/Values and rights, rule of law and Climate change and environment/health). The fourth was dedicated to recommendations from panels 1 and 4 (a stronger economy, social justice and jobs/ Education

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[22] Missions Publiques (2022), Knowledge and information in Session 3

[23] Missions Publiques (2022), Knowledge and information in Session 3

[24] To abstain means that the vote was not counted and was not part of the 100% of votes.

culture, youth and sport/ digital transformation and EU in the world/migration).[25] For ease of distinction, the first four plenaries are referred to as **Recommendation Plenaries**.

After these first four Plenaries dedicated to the recommendation formation process took place, the last three Plenaries served to turn these recommendations into official proposals. To distinguish these from the previous plenaries, these are referred to as **Proposal Plenaries**. Both types of plenaries involved a series of discussions in 9 thematic Working Groups. In the Recommendation Plenaries discussions in the working groups were mostly focused on presenting the views of working group members, hearing the state of discussion around each specific panel theme, and commenting.

The Proposal Plenaries brought together all the themes in order to convert recommendations into proposals. Recommendations were discussed with responses from the other stakeholders. Summaries of these discussions were then presented, and the floor was given to citizens to present as well as other stakeholders. Proposals were drafted using input from the European Citizen Panel recommendations, national citizen panels and the digital platform, as well as the debates in the Plenaries. Amendments were made along the way by different stakeholders, including institutional members, CSOs and citizens, formally through working groups but often also during parallel discussions in component meetings. All the working groups followed the same methodology for the process of going from recommendations to proposals, drafting the amendments using input from all the stakeholders present[26].

3.6 Changes to the process

The schedule for the Conference on the Future of Europe changed during its implementation, largely for two reasons: travel restrictions linked to the Covid-19 context, which caused some Sessions and Conference Plenaries to be rescheduled, and to allow more discussion of recommendations and proposals. Table 10 below presents the planned and revised schedules.

Table 10: Revisions in the Citizens Panels agenda and activities planned vs the original planning

Initial Activity & Dates	Revised Activity & Dates	What was discussed	Attendees
Conference Plenary June 2021	Conference Plenary June 2021	Inaugural plenary	Institutions and CSOs
Session 1 – Citizens Panels September 2021	Session 1 – Citizens Panels September 2021	Topics	Institutions and CSOs
Conference Plenary October 2021	Conference Plenary October 2021	State of play of the conference	Institutions, CSOs and citizens
Session 2 – Citizens Panels November 2021	Session 2 – Citizens Panels November 2021	Orientations	Citizens
Session 3 –Citizens Panel 1 *3-5 December 2021*	Session 3 –Citizens Panel 1 *25-27 February 2022*	Recommendations	Citizens
Session 3 –Citizens Panel 2 *10-12 December 2021*	Session 3 –Citizens Panel 2 *10-12 December 2021*	Recommendations	Citizens
Conference Plenary – Panels 1 & 2 present their	Conference Plenary – Panels 2 & 3 present their recommendations	Recommendations from Panels 2 and 3	Institutions, CSOs and citizens

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[25] Conference on the Future of Europe – Report on the Final Outcome (May 2022) https://prod-cofe-platform.s3.eu-central-1.amazonaws.com/2po250fn174z62m8g8c9ya9e62m7?response-content-disposition=inline%3B%20filename%3D%22Book_CoFE_Final_Report_EN_full.pdf%22%3B%20filename%2A%3DUTF-8%27%27Book_CoFE_Final_Report_EN_full.pdf&response-content-type=application%2Fpdf&X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIA3LJJXGZPDFYVOW5V%2F20220706%2Feu-central-1%2Fs3%2Faws4_request&X-Amz-Date=20220706T075047Z&X-Amz-Expires=300&X-Amz-SignedHeaders=host&X-Amz-Signature=41e491fc05fa6a894e991970d36a5e98871d4aa34c36e82c21c805f5a1edc9a8

[26] Two working groups followed a slightly different approach (the Democracy WG as well as the EU in the World) by having plenary members who were not citizens already prepare their amendments beforehand to present during the meeting, with less debate taking place in locus

recommendations 20-21 December 2021	21- 22 January 2022		
Session 3 –Citizens Panel 3 7-9 January 2022	Session 3 –Citizens Panel 3 7-9 January 2022	Recommendations	Citizens
Session 3 –Citizens Panel 4 14-16 January 2022	Session 3 –Citizens Panel 4 11-13 February 2022	Recommendations	Citizens
Conference Plenary – Panels 3 & 4 present their recommendations 29-30 January 2022	Conference Plenary – Panels 1 & 4 present their recommendations 11- 12 March 2022	Recommendations from Panels 1 and 4	Institutions, CSOs and citizens
Not foreseen initially	Conference Plenary – presentation of Proposals 25-26 March 2022	Proposal plenary	Institutions, CSOs and citizens
Not foreseen initially	Conference Plenary – presentation of Proposals 8-9 April 2022	Proposal plenary	Institutions, CSOs and citizens
Not foreseen initially	Conference Plenary – presentation of Proposals 29-30 April 2022	Proposal plenary	Institutions, CSOs and citizens
All Panels Final Event Spring 2022	All Panels Final Event 9 May 2022 (Europe Day)	Validate recommendations	Institutions, CSOs and citizens
Citizens Panel feedback event To be determined	Citizens Panel feedback event After summer 2022		Citizens

Source: Authors, based on information provided by the EC (on 27 January & 16 February 2022) **)**

4 Evaluation results: findings

The sections below report on the main findings related to the evaluation criteria and questions on the Inclusiveness, Representativeness, Quality of Debate and Impacts regarding the Citizens Panels held as part of the Conference on the Future of Europe.

Representativeness is analysed in Section 4.1 below and Inclusiveness in Section 4.2; The Quality of Debate is covered in Section 4.3 and Section 4.4 looks at Impacts.

Each subsection is organised with reference to the specific questions raised in the tender specifications.

Conclusions are drawn and recommendations provided in Chapter 5.

4.1 Representativeness

This section presents the study's findings in relation to the 'representativeness' of the Citizens' Panels. The section addresses the following questions defined in the Tender Specifications,

1. Are Panel members randomly selected? If yes, which methods have been used to contact potential Panel members?

2. Is it a two-steps random selection? If yes, how many people have been registered in the pool prior to stratification?

3. Is the final group of Panel members stratified to match the democratic profile of the EU?

4. Are there any criteria (such as, e.g., disability or ethnic origin) that have not been used and for which the final Panel members may not be representative of the European population?

5. Are people with a stronger preference for a more integrated European Union more represented than those who prefer greater independence for the states?

6. Does the voting intentions of the members of the Panels match the proportion represented in the European Parliament elections?

The subsections below address the following:

Subsection 4.1.1. considers the randomness of the recruitment process (Q1 and 2). Subsection 4.1.2. looks at the demographic profile of the Panel participants (Q 3 and 4). Finally, Subsection 4.2.3. focuses on the socio-economic profile and attitudes of the Panels.

4.1.1 *Q1: Are Panel members randomly selected? If yes, which methods have been used to contact potential Panel members?*
*And **Q2**: Is it a two-steps random selection? If yes, how many people have been registered in the pool prior to stratification?*

The objective for the Citizens Panels was to recruit 200 participants per Panel – thus 800 participants overall representative of the European population – plus a reserve list of 200 citizens with the same overall profile as the Panels.

The method used to approach prospective participants was **random digit dialing** (RDD) and computer-aided telephone interviews (CATI), complemented by face-to-face Computer-Assisted Personal Interviews (CAPI) where necessary.

Recruitment was based on a screening questionnaire used to map prospective participants. Six specific criteria were used: country of residence, age, gender, occupation, urbanisation, and education – until the quotas for each criterion were filled.

The process largely succeeded in achieving the targets set for the recruitment quotas and numbers. There was, however, an overall shortfall of around 10% and larger shortfalls for some specific categories (participants from Poland, participants with less than secondary-level education).

The quotas were defined in order to ensure a wide representation of the European population, though not specifically the exact composition of the EU population. No quotas were set on attitudes and no attitudinal questions were asked in recruitment. These factors are taken into account in this study's answers to the specific evaluation questions it was set.

This sampling process, by design, therefore involved quota sampling, meaning that panel members were not entirely randomly selected, even if they were randomly contacted via RDD, CATI and CAPI.

The process was 1-step, in that panellists were recruited directly if their profile matched criteria where the quotas had not yet been filled. This is in contrast to a 2-step process, where a much larger "pool" of willing participants is first recruited, and then the final panelists are selected according to the stratification criteria. For the EU Citizens Panels there was therefore no "pool" (although there was a backup of 200 potential panel members recruited according to the same criteira as the panels).

Sampling design and recruitment process

The objective for the Citizens Panels was to recruit 200 participants per Panel – thus 800 participants overall representative of the European population – plus a reserve list of 200 citizens with the same overall profile as the Panels.

The contacting of citizens was largely implemented through random digit dialling (RDD) by a network of national agencies, with some variations according to country. Recruitment/selection then took place through computer-aided telephone interviews (CATI). In some cases, contacts were made face-to-face through Computer-Assisted Personal Interviews (CAPI) first and then followed up through exchanges by phone or emails

The sampling approach was that of quota sampling. Recruitment interviews were based on a **screening questionnaire**, through which randomly contacted citizens were **recruited to the Panels according to whether they matched specific criteria** – age, gender, occupation, urbanisation, and education – **until the quotas for those criteria were filled**. The six criteria and specific quotas (where relevant) were:

- **Country of residence[27],** according to the degressive proportionality principle applied at the European Parliament (i.e., an intentional overrepresentation of smaller Member States)
- **Age** and **gender** (Male 16-25, Female 16-25, Male 26-54, Female 26-54, Male 55+, Female 55+), with one-third of the selected citizens to be between 16 and 25 years old (i.e., an intentional overrepresentation of younger people)
- **Employment** status (employed, including self-employed, or other, such as student, pensioner, unemployed, etc.)
- **Location** (urban or rural place of residence)
- **Education** (with a degree, secondary education, none or primary).

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[27] Kantar, Conference on the future of Europe – recruitment of participants – Technical Report, November 2021.

The fact that the sampling process, by design involved quota sampling, means that panels were selected using a mix of random selection (RDD, CATI and CAPI) and a non-probabilistic version of stratified sampling. Put differently, members were selected against quotas even if RDD, CATI and CAPI were used as basis to contact prospective participants.

The fact that quota are used as basis for sampling, also means that the process was not two-step, in the sense that there was not a first step of recruiting a pool of randomly contacted citizens and a second step of drawing the final selection from this pool according to the set criteria for Panel composition. Rather citizens were recruited directly when contacted and agreeing to participate, based on whether they matched the profiles defined for Panel composition and whether there were vacancies for their specific profile in the Panels.

Recruitment achievements against quotas

Overall, **the recruitment process succeeded in establishing Panels approximately matching the targets aimed for, although they were mostly around 10% smaller than the target number of participants per Panel**. The number of participants in each Session is summarised in Table 11 below. Shortfalls are mostly explained by difficulties in recruiting (especially in certain countries) and attrition (recruited citizens who then had to dropout or did not participate) and do happen in such exercises.

Table 11: Targets and actual numbers of participants per Panel and per Session

	Panel 1	Panel 2	Panel 3	Panel 4	Total
Target	200	200	200	200	**800**
Session 1	173	176	168	187	**704**
Session 2	179	167	173	183	**702**
Session 3	177	159	165	174	**675**

Source: VO (2022), Conference on the Future of Europe – Citizens' Panels organisation

Looking at the number of participants from each **country**, in Figure 3 below, while **for the most part countries were represented proportionally to the target sample set for each**, there was some variation between the panels, and **some countries' participants were below the target sample size despite efforts to recruit there**:

- **Participation from Poland and the Czech Republic were below target across all panels**, with this issue being most significant in Panels 1 to 3. The number of Polish participants was below 2/3 of the target and fell as low as 1/3 in Panel 3. Czech participants varied between 1/3 and ½ of the target for the first three Panels but achieved 80% of the quota in Panel 4.

- Panel 4 was the least imbalanced in terms of having recruited more Czech and Polish panellists (although the Polish contingent is still short of the target).

- Participation from Bulgaria was below target in Panel 3 and from Portugal in Panel 1, while France was also somewhat below target in Panel 1. Of the larger Member States, recruitment was the most consistently successful in Italy and Spain. Quotas for the smaller Member States (between 2 and 6) were met for the most part, with the exceptions for Bulgaria, Portugal and the Czech Republic given above.
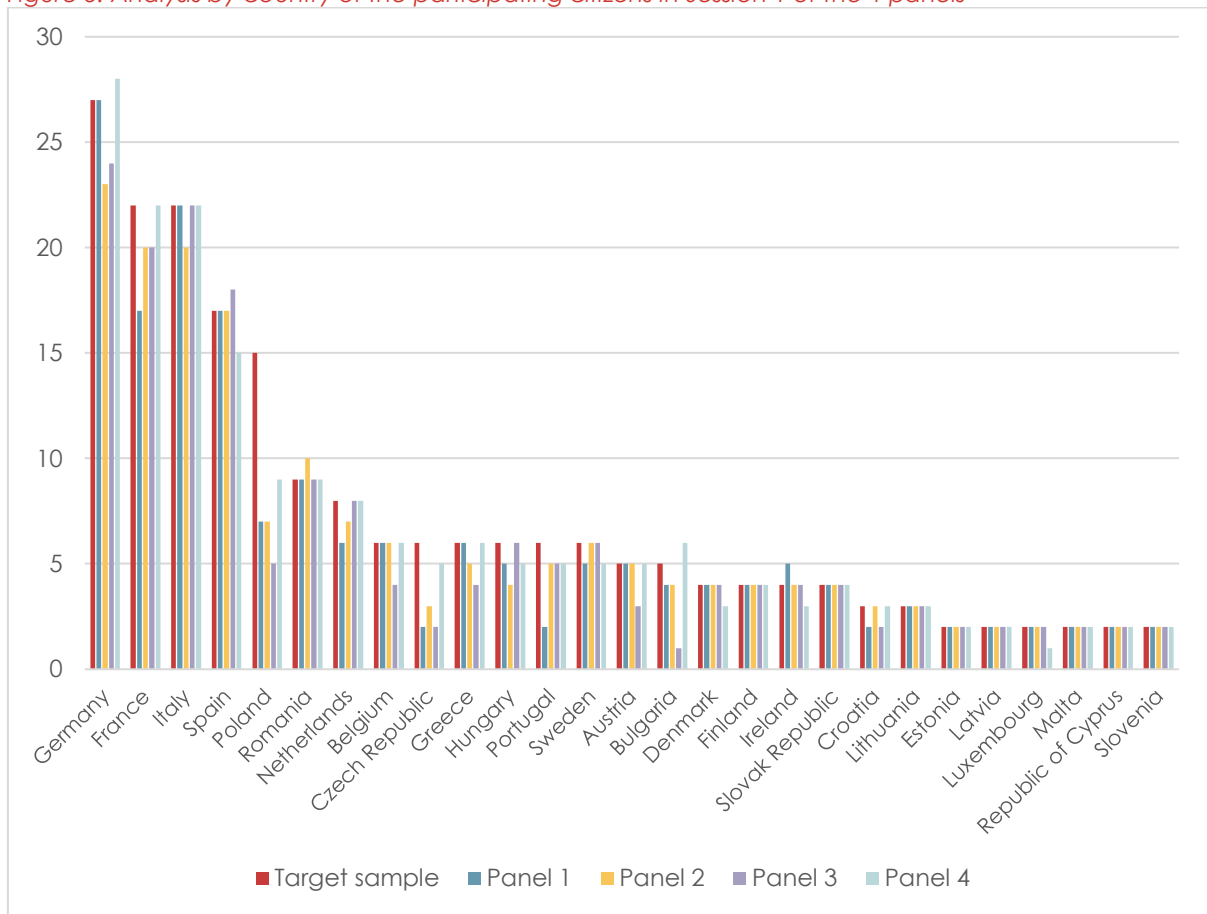
Kantar reported some difficulties for recruiters to secure the required number of participants, due to the strict quotas regarding socio-demographic profile to be applied and because of **low levels of trust when first randomly contacted**[28]. In particular, Kantar reported that their national agencies flagged the difficulty of recruiting people with low educational level (especially none/primary categories) for two reasons: "*increasing levels of school enrolment/ education across all EU countries and the fact that lower educated people were also the oldest ones, less interested in joining (or able to join) this kind of EU-related events*".

As illustrated in Figure 4 below, the **acceptance rate varied significantly across countries (from less than 1% to 10%).** 14 countries had acceptance rates of 5% or below. 6 countries 1% or below. As exceptions, Malta and Ireland had much higher acceptance rates. For comparison, a citizen's assembly in Canada recruiting its initial sample pool by letter found acceptance rates of between 10% and 38% depending on gender and age cohort.

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[28] Panels 1 and 2 having more female participants, and Panels 3 and 4 having more males.

Figure 4: Analysis of acceptance rate per country for recruitment to Panels
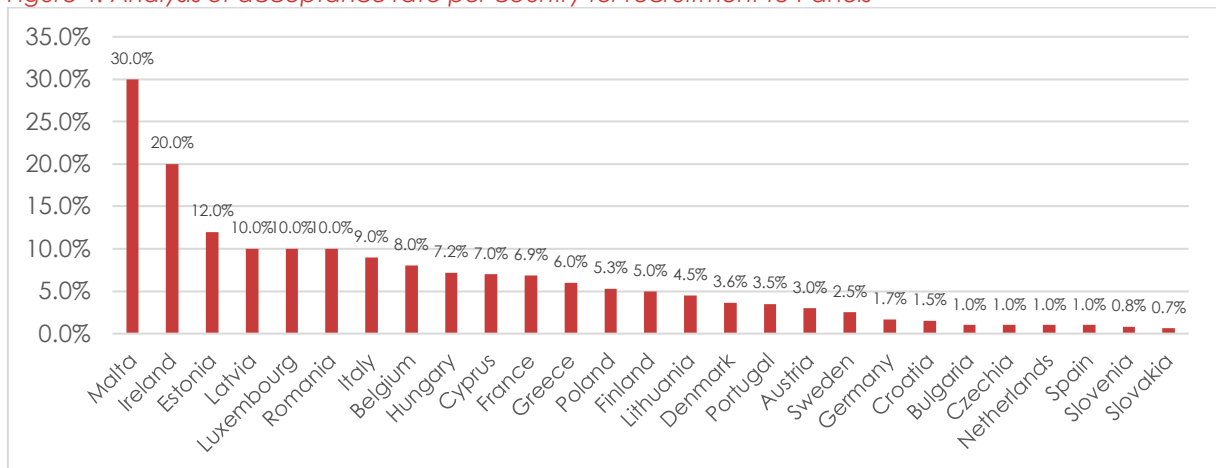
Source: Kantar, Conference on the future of Europe – recruitment of participants – Technical Report, November 2021, analysis by Technopolis

In several countries, especially Poland and Czech Republic, Kantar reported the challenges of recruiting sufficient participants, mainly due to low levels of trust. After Session 1, for five countries (Bulgaria, the Czech Republic, Luxembourg, Poland, and Portugal) where fewer than two-thirds of the target number had attended, Kantar did additional recruitment. And where participants dropped out from the process, Kantar carried out additional recruitment.

The size and composition of the Panels evolved somewhat over the course of the three Sessions due to dropouts, no-shows and replacements. By Session 3, some countries were still underrepresented compared to the target sample size:

- As in Sessions 1 and 2, participation from Poland was significantly below target, with fewer than 10 participants in each of the 4 Panels (compared to a target of 15 in each Panel)

- Of the larger countries, France and Germany were slightly underrepresented, and more significantly in Panel 1 and in Panel 2 (respectively)

- Of the smaller countries, Ireland was underrepresented in Panel 2, Belgium in Panel 3, Czech Republic in Panel 1, and Croatia in Panels 1 and 2.

The demographic profiles of the Panels, in terms of age and gender, were approximately in line with the target sample (see Figure 5 below). Gender balance was achieved, each of the Panels having a 51% to 49% split[29]. The age profiles of the panellists also match the target sample, varying between 32% and 36% being 25 or under, 32-34% being aged 26-54, and 32-34% being 55 or older. Overall, Panels 1 and 2 had the youngest age profile, with 36% being under 26 and 32% over 54, while Panel 4 had the oldest profile, with 32% under 26 and 34% over 54.

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[29] Kantar Technical Report on recruitment of participants, November 2021.

Figure 5: Analysis of the demographics of the participating citizens in the 4 panels
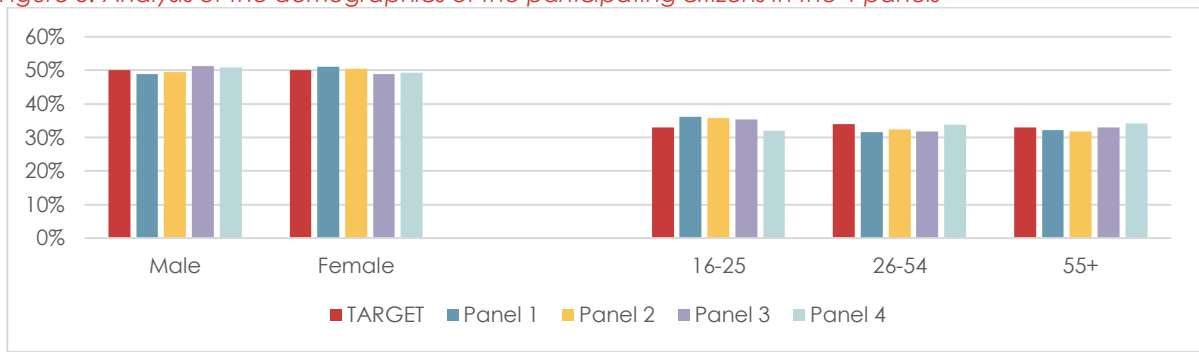
Recruitment to match the targeted socio-economic characteristics was also largely successful although there was some variance from the desired targets:

- **Fewer participants than targeted had less than secondary education level.** Kantar reported the challenge of reaching the target for primary-only education while also meeting the quota for one-third of participants to be aged 25 or younger, since few members of this younger generation have lower than secondary education. The share of participants in each Panel having a tertiary education degree also tended to be slightly higher than the target proportion set. For Panel 4, the majority (57%) of the participants held a degree. This compares to 28% in the general EU population (Eurostat).

- **Most panellists had a status other than employed, although fewer than targeted**. In particular, more than 55% of Panel 4 participants were in employment.

- **The majority (between 64% and 72%) of the panellists live in urban communities, although the share of urban participants was slightly below the target set for this characteristic**. Panel 1 was the most urban (72%) while Panel 4 was the most rural (36%).

Figure 6: Analysis of the socio-economic characteristics of the participating citizens in the 4 panels
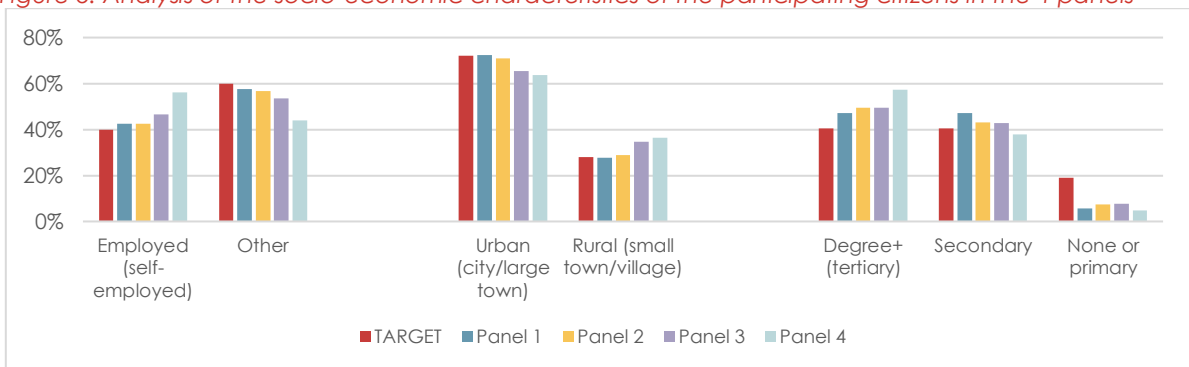
The differences between the numbers of actual participants per characteristic and the targets set for those characteristics can be attributed to significant numbers of dropouts and reported difficulties in recruiting some specific profiles[30] (e.g., participants with lower educational

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[30] OECD (2020) Innovative Citizen Participation and New Democratic Institutions catching the deliberative wave, Chapter 2 Good practice principles for deliberative processes for public decision making

background). Logistical aspects were challenging especially for participants who lived in less well-connected areas (access to an airport). Furthermore, some citizens had never left their country to travel before. This required a close follow-up and support to citizens. Finally, as the event was not heavily publicised in the media, it was harder to gain the trust of the citizens recruited by phone.

4.1.2 **Q3** *Is the final group of Panel members stratified to match the demographic profile of the EU?*
Q4 *Are there any criteria (such as, e.g., disability or ethnic origin) that have not been used and for which the final Panel members may not be representative of the European population?*

The Citizen Panels did not set out to have a demographic profile that exactly matched the EU population. By design the quotas which were set for participants were not stratified to match the democratic profile of the EU population.

Instead, to ensure broad participation and a diverse range of voices in the Citizen Panels, deliberate choices were made with regards to nationality and age – intended to ensure representation of the young and of the citizens of smaller Member States. Specifically:

- **Nationality/Residence** Representation of nationals from all Member States were to be ensured in all panels, with country quotas set according to the degressive proportionality principle applied at the European Parliament

- **Age** one-third of the selected citizens were to be between 16 and 25 years old.

Additionally, gender equality was to be ensured. Diversity with regards to employment status Location (urban or rural place of residence) and education was also to be ensured, with the following quotas set:

- 40% employed (including self-employed), 60% have another status.

- Urban/rural: quota is set as 72% urban (cities and towns), 28% rural (small towns and villages).

- Education: 40% have a tertiary education level and 60% have a primary or secondary education level or no education.

Beginning with analysis based on **age** groups, this confirms that – as intended in the panel design – the age group with highest chance of being recruited was the young (16-25). Citizens from this age group had three times more chance to be selected than older citizens (3.7 times more chance than 26–54-year-olds, and 3.2 times more chance than the 55+ age group)[31].

In terms of nationalities, nationals stemming from small countries were more likely to be included (reflecting the composition of the European Parliament). Overall, Malta citizens had 16 chances out of 1 million to be selected, whereas citizens from larger countries (e.g., Germany, France Spain and Italy) had less than 1.5 chance out of 1 million.

While not *stricto sensu* representative (in statistical terms), this approach (and the quota choices) ensured that the voices of citizens of all Member States were well represented in the Panels, especially the commitment to give one-third of places to young people. The need to over-sample certain demographics during the sampling stage of recruitment to help achieve representativeness is recognised as part of good practice principles for deliberative processes for public decision making[32].

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[31] Eurostat (2021), Overview – EU Population and Demography

[32] Gender, age, employment status, education level and degree of urbanisation

A scenario where the Panels were recruited strictly proportionate to national populations would have resulted in a composition where France, Germany and Italy alone accounted for half the panellists while Cyprus, Luxembourg and Malta had less than one participant per Panel.

From a purely probability point of view, however, the selection model had the effect of differences in citizens' chances to be selected for participation.

Figure 7: Chance of being selected to the Panel according to age groups & nationality (out of 1 million)
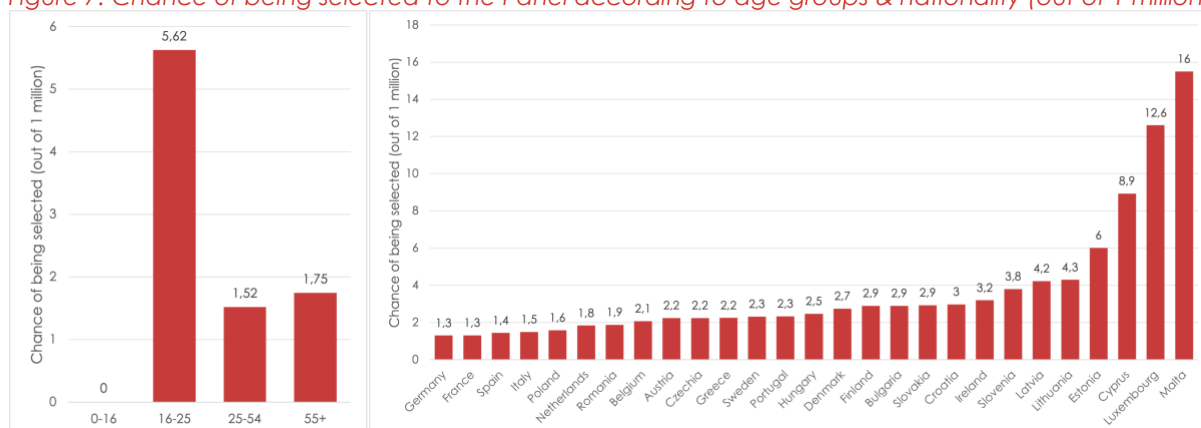
Source: Kantar recruitment targets and Eurostat data, analysis by Technopolis

As for other demographic variables, the panel composition (based on the recruitment data available[33]), score well on gender distribution (with an even 50/50 spit in the panel composition) and somewhat more mixed with regards to other quota criteria (if assessed against their distribution in the EU population).[34]

Each demographic variable used for the Panel recruitment was tested by running the **Pearson chi-square test.** According to this analysis:

- For employment status, the Panels included a **higher share of non-employed citizens** than the general population – reflecting the targets set. The choice of including a large group of young people, many of which are likely to be in education, is likely to be a contributing factor.

- For education level, there was a **higher share of participants with tertiary education level** but a similar share having secondary education level to the EU population. Again, the strong representation of young people is likely to contribute, as well as the quota being set above the level in the general population.

- Regarding the degree of urbanisation, overall, there was an **over-representation of urban citizens**, but **for Panels 3 and 4, the test showed a match with the general population**.

As seen above, the quota for employed citizens was exceeded (over-representation of employed), while the Pearson tests show a lower share of employed citizens than the EU population.

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[33] Expected frequencies are calculated as follows: the share of citizens in the EU population with the characteristic in focus, multiplied by the number of citizens in the panel.

[34] More precisely, if the p-value associated to the Pearson statistic is smaller than 0.05, it means that there is a 95% probability that the observed frequencies are not representative of the frequencies in EU population. Otherwise, the sample is likely to be representative of the population (or at least not unrepresentative).

This divergence is due to the quota for employment being lower than the employment rate of the EU population[35] allowing for strong representation of students, unemployed, pensioners, and other people outside the labour market. Similarly, in regard to urbanisation, the quota of rural citizens was exceeded, while there appears to be a higher share of urban citizens in the Panels than in the EU population. This is possibly due to different questions used for urbanisation[36] in the recruitment questionnaire and in the Eurobarometer survey.

Use of other socio-demographic criteria

Beyond the criteria listed above, the recruitment process did not target specific groups. As such, data on other socio-demographic criteria (e.g., ethnic origin, sexual orientation, marital status, linguistic minority, income, religion) has not been collected as part of the selection process. The only exception is related to disabilities, where selected questions were raised during recruitment as regards to access and accessibility. Such data, however, was not used for recruitment purposes.

In line with the agreement made with DG COMM, this study has not collected data on socio-demographic criteria (ethnic origin, sexual orientation, marital status, linguistic minority, religion, and disability) It is therefore not possible to say if panel members were representative of the European population with respect to such criteria. The only criterion where data was collected in the framework of this study related to income/personal finances, but response rates to this specific question were low. It is therefore not possible to assess if panel members were representative of the European population with respect to their financial situation.

4.1.3 **Q5** *Are people with a stronger preference for a more integrated European Union more represented than those who prefer greater independence for the states? And* **Q6** *Does the voting intentions of the members of the Panels match the proportion represented in the European Parliament elections?*

Criteria for recruitment/quota criteria have, as outlined above, exclusively been based on demographics. Psychographic/attitudinal/opinion-related questions have not been considered as part of recruitment. The OECD Deliberative Democracy Toolbox suggests that attitudinal criteria can be a useful component of recruitment, depending on the context[37]. In addition, if the recruitment process was based on a two-stage approach (random sampling of a pool of willing participants, then selection of the final sample according to stratification criteria) then in some instances, it may be desirable to over-sample certain demographics during the random sampling stage of recruitment to help achieve representativeness. In addition, studies have suggested that the first-stage sample tends to be at least 100 times larger than the desired number of actual participants [38], and that "Oversampling traditionally under-represented groups is a way of correcting the distortions in the public sphere" and "The 2019–20 Scottish Citizens' Assembly took account of the responses of potential participants to questions about Scottish independence, the UK's membership of the EU and voting preferences in Scottish Parliament elections."

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[35]. The quota is set as 40% employed, 60% other. The EU workforce is composed of 67% employed, 33% other (Eurostat [lfsa_egaps], 2020).

[36] The quota is set as 72% urban (cities and towns), 28% rural (small towns and villages). The EU population is composed of 38% cities, 34% towns and suburbs, 28% rural (Eurostat [ilc_lvho01], 2019).

[37] OECD Deliberative Democracy Toolbox https://www.oecd.org/governance/innovative-citizen-participation/

[38] DELIBERATIVE MINI-PUBLICS – Core Design Features, N CURATO et al., p42-45.

Based on data collected from the pre-event survey[39] (undertaken after Session 1), this section aims to assess the Panels' composition in terms of voting behaviour, political views, their image of the EU, and their trust in national and EU institutions.

Survey results suggest that participants in the Citizens' Panels may have been more positive towards politics in general and the EU compared to the general EU population. There is among survey respondents a relative strong support for – and trust in – direct democratic participation (in favour of voting and the active involvement citizens in politics). Judging by the survey results also panel participants are also more likely to be in favour of more integrated EU (higher level support of the EU taking decisions), are more likely to have positive image of the EU and appear more interested/active in EU politics (77% of those surveyed voted in the 2019 European Parliament election).

These results are perhaps not very surprising in view of the relatively significant personal investment, which is required to participate (and associated the relatively low participation rate in a number of countries) and the higher share of graduate-level education[40]. In addition, participation in the first Session of the panels may have impacted on these differences, accepting that the pre-survey only took place once the panel participants had participated in the first panel Session in Strasbourg.

Views on the European Union vs EU population

The following analysis aims to understand if a variety of views on the European Union are represented in the Citizen Panel, and if citizens supporting EU integration are over-represented. Declining participation could be more frequent among those having a preference for national sovereignty than among citizens supporting EU integration. To tackle this question, the evaluation team relied mainly on the pre-event survey, where the response rate was 61%, and desk research.

In the "pre-event survey", the participants were asked about the image the European Union conjures up to them. The results suggest that around two-thirds (67%) of the respondents appear to have a positive image of the EU (17% very positive, 50% fairly positive), against only 10% of respondents having a negative image of the EU (of whom 2% are very negative).

The figures remain similar across respondents from four panels but are slightly different from the EU population as a whole (assessed through the Eurobarometer[41]). In particular, the share of citizens with a "very positive" image fall to 7%. Citizens with a neutral or fairly positive image of the EU represent 38% of the population each, and the EU conjures up a negative image to 16%.

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[39] The pre-survey response rate was 61%. See Section 2.2.3 on response rates for the surveys.

[40] Eurobarometer 95 shows 60% of those who finished studies at 20+ support greater EU-level decision making vs 55% of those who finished education at 15. Similarly, it shows 60% of those under 25 support greater EU-level decision making vs 55% of those over 55

Figure 8: Image of EU: surveyed panellists vs Eurobarometer
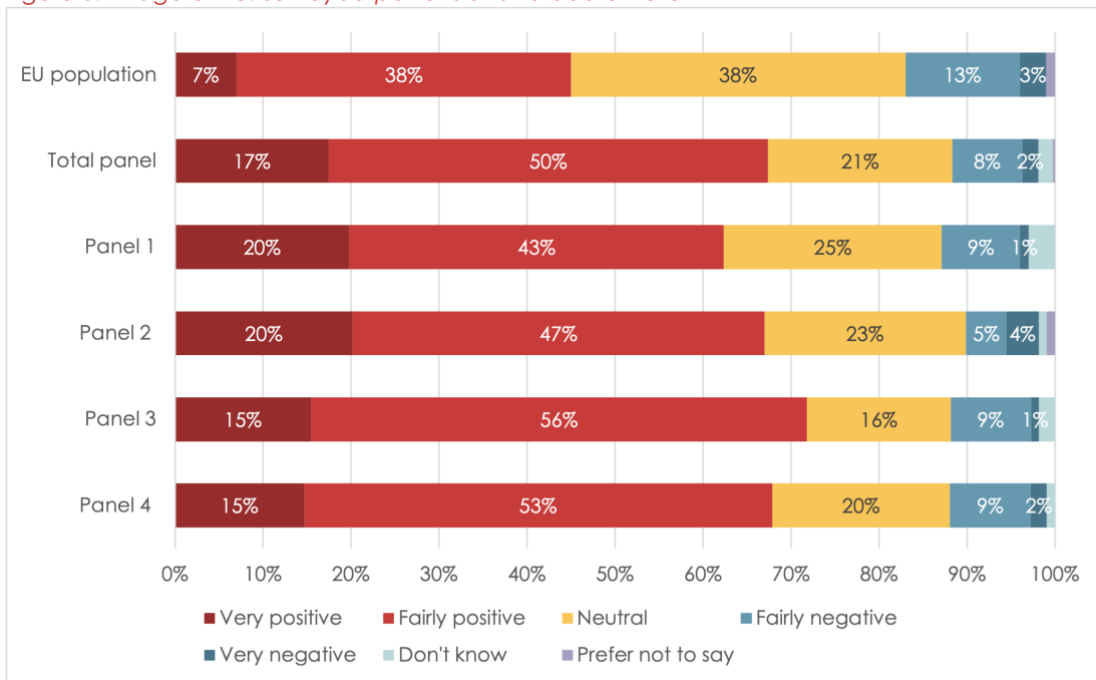
	Very positive	Fairly positive	Neutral	Fairly negative	Very negative	Don't know	Prefer not to say
EU population	7%	38%	38%	13%	3%		
Total panel	17%	50%	21%	8%	2%		
Panel 1	20%	43%	25%	9%	1%		
Panel 2	20%	47%	23%	5%	4%		
Panel 3	15%	56%	16%	9%	1%		
Panel 4	15%	53%	20%	9%	2%		

The analysis of the participants' views on EU is complemented by their level of trust in the Union's institutions, and how it compares with their trust in other national and international institutions.

The pre-event survey also suggests **a lower level of trust in institutions among the EU population compared to the panellists**. This is particularly pronounced for EU institutions, which are mistrusted by only 15-18% of the panel, but 35% of the population. Similarly, there is a 20-point gap between surveyed panellists and population in terms of trust in different EU institutions.

Regarding national institutions, the difference also occurs, with **a majority of the panels trusting their own government/parliament, against 35-37% in the EU population**. Again, a part of this difference is likely to be due to the panel composition, and the comparatively higher level of education of panellists.

Additionally, the support for European integration is assessed through agreement with the statement, "More decisions should be taken at the EU level", asked both in the Eurobarometer and in the pre-event survey. **The survey suggests support towards the EU is stronger among the panellists than in the European population**, as illustrated by the share of respondents totally agreeing that more decisions should be taken at the EU level – 44% in the Citizen Panel vs one citizen out of five in the EU population. Similarly, the disagreement to the statement is more pronounced in the EU population (34%) than in the panel (12%).

These results suggest that there are some differences between the general population and those participating to the survey. In part this may be due to panel "self-selection", i.e. that those trusting the EU institutions – and those having a more positive image of the EU - are more likely to volunteer to participate.

However, the panel quotas and the composition (especially the 50% of participants with a tertiary degree) also are likely to have contributed, in so far that the group is younger and better educated than the general EU population. Indeed trust in the European Union and its institutions considerably more widespread among the youngest population in general (+10% percent points in the 15-24 age group compared to the age group of +55) and more

widespread among those who having finalised education at age +20 (+20% point difference with those having finalised at age 15)[42]. Likewise, agreement with the idea that more decisions should be taken at EU level is considerably more widespread among those aged 15-24 than older groups (+40 and especially +55), those still studying, and in general those having completed education at +20).

Finally, conducting the survey after the first Session in Strasbourg may also have shifted responses to be more positive and trustful than before participation.

Figure 9: Trust in institutions: surveyed panellists vs Eurobarometer
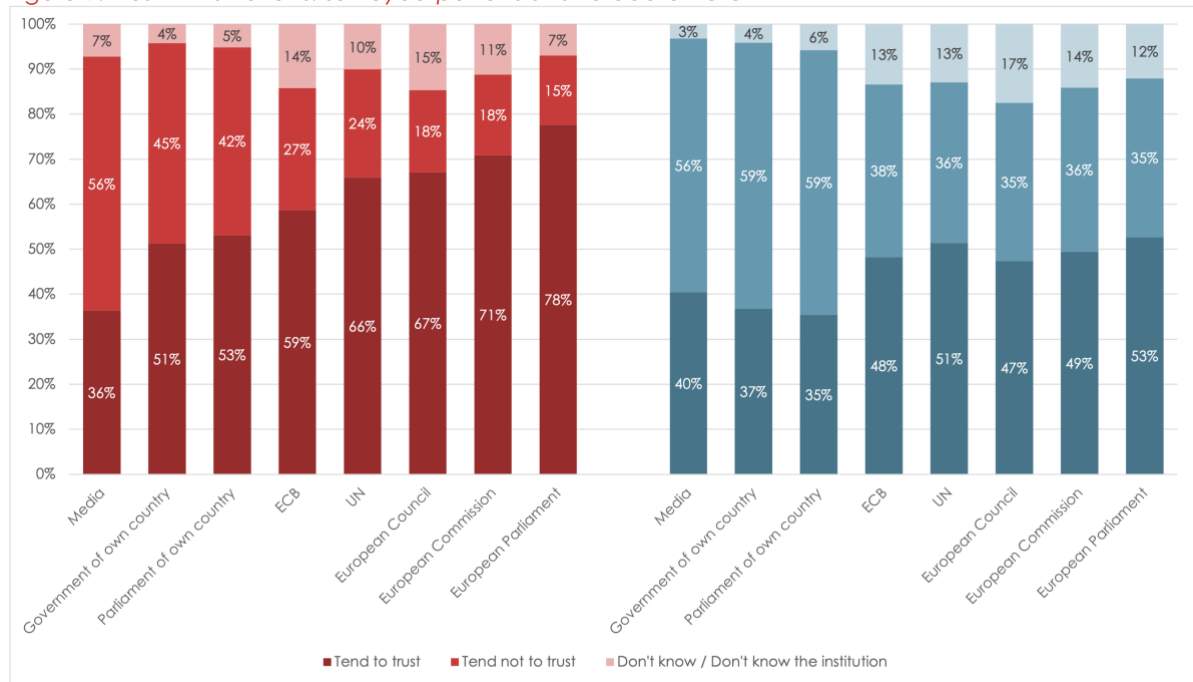
Source: pre-event survey and Eurobarometer, analysis by Technopolis Group

Voting intention vs EU population

The representativeness of the Citizen Panels regarding their political attitude has also been assessed, in particular, the voting behaviour of the panel participants (i.e. their participation in the last European Parliament election). The pre-event survey[43] suggests **three-quarters of survey respondents voted in the 2019 European Parliament election, while on average only half of the European electorate participated.**

Looking at the socio-economic data from the Eurobarometer, 54% of EU citizens over 55 voted, whereas only 42% of those under 25 did. On the other hand, the Eurobarometer data show 59% of EU citizens who finished their studies at 20+ voted, whereas only 46% of those who finished at 15 did. This suggests that the socio-demographics of the panels may have produced the difference in voting intention, and those who agreed to participate were somewhat more politically interested, than the general population – but this is perhaps not so surprising.

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[43] The pre-survey response rate was 61%. See Section 2.2.3 on response rates for the surveys.

4.2   Inclusiveness

This section presents the study's findings in relation to the 'inclusiveness' of the Citizens' Panels.

Overall, the recruitment process for **the Panels succeeded in including a broad range of participants** aligned with the criteria set out in the section above on Representativeness. The process did not set out to target specific minorities or groups that could be considered underrepresented.

Facilitators did receive specific trainings to **ensure that all participants** could express themselves in the process**. Overall observation showed an inclusive decision-making process within the subgroups. However, more than half of the citizens and ambassadors did not feel sufficiently informed** on the challenges faced by underrepresented groups. **Two-thirds** considered that benefitting from additional resources would have made a difference. Of the 3 recommendations generated from the panels relating to minorities none passed the 70% threshold.

The section addresses the one question defined in the Tender Specifications, as follows:

4.2.1   *Q7 Did underrepresented groups have an opportunity to express themselves in the process?*

Under this criterion, the study was also asked to assess whether and to what extent the Citizens' Panels have managed to include citizens from underrepresented groups (defined for the purpose of this study as: people with disabilities, linguistic and ethnic minorities, and especially women within those groups)[44], or who do not have previous experience in democratic participation. They also related to the "quality of debate". The findings draw on various data sources including the post-event survey and interviews (facilitators, citizens, and ambassadors) as well as desk research.

Another level of inclusion is about the discussions: underlying motivation for recruitment, you get **diversity through information you give** and the capacity of participants to take other opinions. People were able to have this "**proxy inclusion**" (e.g. a participant talking about their cousin – most people know someone who is part of an underrepresented group without necessarily belonging to it themselves).

Ensuring inclusion as part of the selection process

The **selection processes to recruit citizens did not specifically target underrepresented groups, and ensuring that** specific underrepresented groups were present was not a set objective.

The recruitment interviews based on a **screening questionnaire did include some questions related to access for underrepresented groups such as disabilities.** However, this data was not used to set quotas for representation of these groups[45]. Likewise, citizens were not asked whether they belonged to linguistic minorities, ethnic minorities, sexual/gender minorities, women at high risk or people living in poverty. The recruitment's attempt to include participants from different regions within Member States (including overseas territories) may have contributed to the inclusion of speakers of minority languages but this data was not collected.

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[44] Unfortunately, due to restrictions on asking personally sensitive questions, **the analysis cannot cover the inclusion of disabled, ethnic, linguistic, or sexual minorities**. It was agreed as part of the study not to collect participant data on personally sensitive issues (religion, sexual orientation, ethnic and linguistic minorities). Participants can therefore only be profiled on sex, age groups and education (based on Kantar data) and level of income based on survey data.

[45] GDPR and restrictions on asking sensitive questions mean that there is no possibility to link the observation findings to URGs and no possibility to isolate survey responses of URGs and assess their perceptions and overall level of satisfaction.

Inclusion in the deliberation process

For people from underrepresented groups to have opportunities to express themselves, have a voice and affect its outcomes it is not enough that they could participate but also that **the way the discussions were organised** allowed them to have a voice and to have their interests represented in the final recommendations.

Overall, observers largely noted an inclusive decision-making process within the subgroups. There were no clear patterns of people with a specific background or underrepresented groups being less likely to speak.

Two factors, moreover, influenced inclusion during the sessions[46]:

- Multi-tasking (moderating and note taking) had an impact in the extent to which facilitators could make sure everyone had a chance to speak beyond the introductions at the start of the session. For example, an observer in Panel 4 noted that the facilitator mentioned more than once that they wanted to hear from everyone, but, in practice, it was not possible to take notes, keep up the conversation and notice who had not spoken, especially online in Session 2.

- Participants mentioned challenges in accessing the online platform in which Session 2 took place. Other participants in Panel 3 mentioned internet access issues, particularly in rural areas, although support was provided by the organisers for those with issues.

Facilitators reported they had received **trainings** before the Citizens Panels, focusing on the importance of giving all participants the opportunity to speak in an inclusive and respectful environment. To the extent that simultaneous translation was provided for all official EU languages, belonging to a **language minority** group was not an obstacle as long as that minority language was the official language of another Member State, but language minorities not officially recognised in such a way were not supported. This was a reasonable decision given budget and time constraints.

Concerning participants with a **disability**, one facilitator highlighted the fact that the venue was designed to accommodate the needs of participants in a wheelchair. Finally, one facilitator mentioned that in his subgroup, some participants expressed openly that they belonged to the **LGBTQ+ community**. Even if the subgroup included some more conservative participants, the moderation ensured that discussions were respectful and inclusive.

While survey results suggested many participants would like to receive more information on challenges and needs of underrepresented groups, both quantitative and qualitative feedback from interviews suggest it is likely not to make a big difference.

The citizens were divided when asked whether the interests of people from under-represented groups were reflected in **the proposals**. Almost half of the respondents said they **did not have the knowledge** needed to assess that, but several ambassadors highlighted **inclusive aspects of the proposals**. Furthermore, the proposals linked to the digital transformation stressed on the importance of digital inclusiveness to leave no one behind. An ambassador mentioned that despite efforts, it is difficult to capture and fully understand the situations of all underrepresented groups. Situations differ from one country to the other, especially as the 27 MS have different health care and social security systems.

Two citizens mentioned that **focusing too much on underrepresented groups would not be beneficial** as "*favouring these groups and creating distinctions will have the opposite effect*".

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[46] Technopolis Final survey analysis

While one citizen considered that all recommendations contributed to common good without distinctions, two citizens stated that the EU "cannot do everything".

Prior participative experience

On how much prior participative experience participants had, according to the pre-survey responses, it appears that **for a major part of the group (37%), participating in the Citizen Panel is the first civic or associative activity**. Citizens who are regularly involved in civic or associative initiatives represent between 12% and 16% of the Panels.

Figure 10: Distribution of respondents according to their associative and civic experience by panel (Question: How frequently have you participated in associative or civic initiatives)
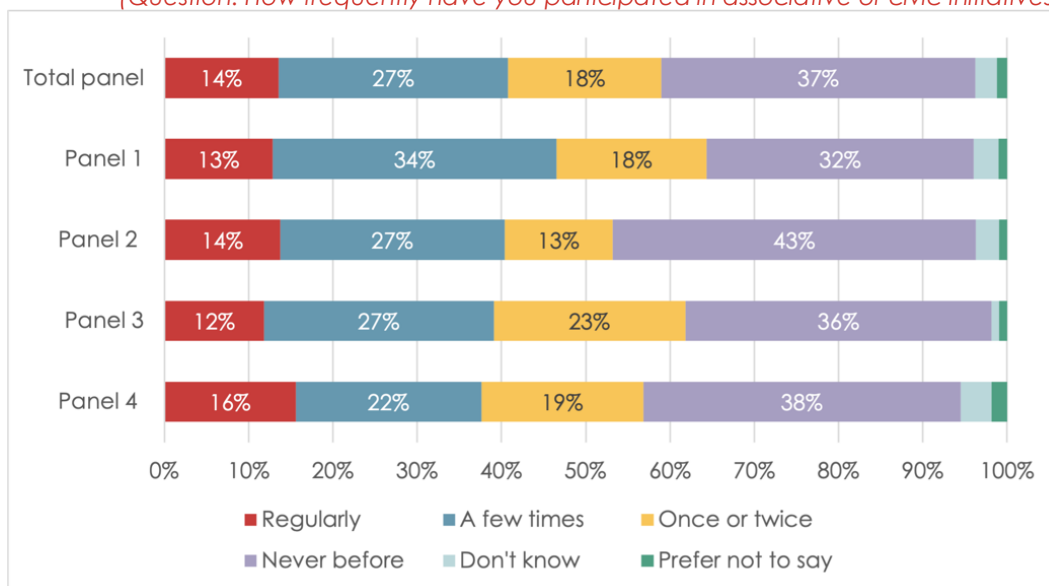
Source: pre-survey responses, analysis by Technopolis

All the ambassadors interviewed mentioned that they would be happy to take part in **other democratic participative processes** if invited. One ambassador would like to contribute as a facilitator or as part of the organisation team. Similarly, most citizens **wanted to take part in other participative processes**. They mentioned that the experience triggered an **understanding and an awareness of the role of participative democracy** and **the responsibility of citizens** to contribute to decision-making at the local, regional and EU levels. While some citizens would like to be involved at the EU level, others had preferences for **more local or national initiatives**.

4.3   Quality of debate

This section presents the study's findings in relation to the 'quality of debate' in the Citizens' Panels.

This criterion has been evaluated through a combination of qualitative and quantitative data, including participant surveys[47], direct observations of the evaluators and interviews with the facilitators as well as the participants.

The following evaluation questions are addressed in the subsections below:

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[47] Panel satisfaction surveys after each of the 3 Sessions (Session 1 and 2, response rate 50-60%; Session 3, response rate 90+%)

- Q8: Was there enough opportunity for participants to get the necessary factual knowledge through information material and policy experts input?

- Q9. How useful was it for the quality of deliberations and recommendations that the Panel members were confronted with the ideas and insights from the online platform?

- Q10: Throughout the process, were debates conducted in an impartial manner?

- Q11: Did Panel members have enough time to learns and weigh the evidence, discuss the issues in adequate depth, find common ground and draft recommendations?

- Q12: How has the process ensured multilingualism and proportionate speaking time for different languages of the EU?

- Q13: Did the facilitators help Panel members with recommendation drafting? What did this help consist of?

- Q14: What was the degree of autonomy of Panel members during the discussions and the drafting of recommendations?

4.3.1   ***Q8*** *Was there enough opportunity for participants to get the necessary factual knowledge through information material and policy experts input?*
Q9 *How useful was it for the quality of deliberations and recommendations that the Panel members were confronted with the ideas and insights from the online platform?*

In answering these questions, the study team has drawn on the information shared that was provided to the participants by the organisers, the role of experts and fact-checkers, monitoring of the online platform, and participants' own perceptions of the information they could access and the role of the online platform.

Information provided to Panel participants

In general, the panel organisation provided different opportunities **to obtain information. Participants received a range of information before the meetings, mostly practical or preparatory material relating to the process**. However, besides links that were available on the Digital Platform, this preparatory material did not cover the European Union, its current powers, institutions, role and responsibilities, and the principal policies currently in force or under development. Also, there were no materials on future challenges such as the impact of climate change. The quality and depth of information stemming from prior information, the Digital Platform and the experts varied in quality, depth, and clarity of delivery may have had an impact on the time taken to properly assess all the elements that citizens had at hand for their discussions. While much of this information could have been found online (including though links provided on the platform), this did result in several confusions around the role and power of the Commission. While the aim was to keep "an open approach" to what could be suggested, this sometimes meant that participants recommended actions that were already being taken, or European action that would have, according to some experts, required ambitious levels of change in European competencies.

Participants largely agreed that they received enough background information before each session started (Figure 11). However, a large majority of the 37 citizens interviewed also mentioned that the distribution of this information could have been better paced throughout and in-between sessions to better grasp the overall Conference process trajectory, and not simply right before a session.

Figure 11: Participants' perception of information available

I was given enough information before the event

	Session 1 (n=344)	Session 2 (n=381)	Session 3(n=662)
Strongly disagree	3%	4%	3%
Disagree	16%	17%	11%
Undecided	13%	14%	15%
Agree	46%	44%	44%
Strongly agree	22%	20%	27%
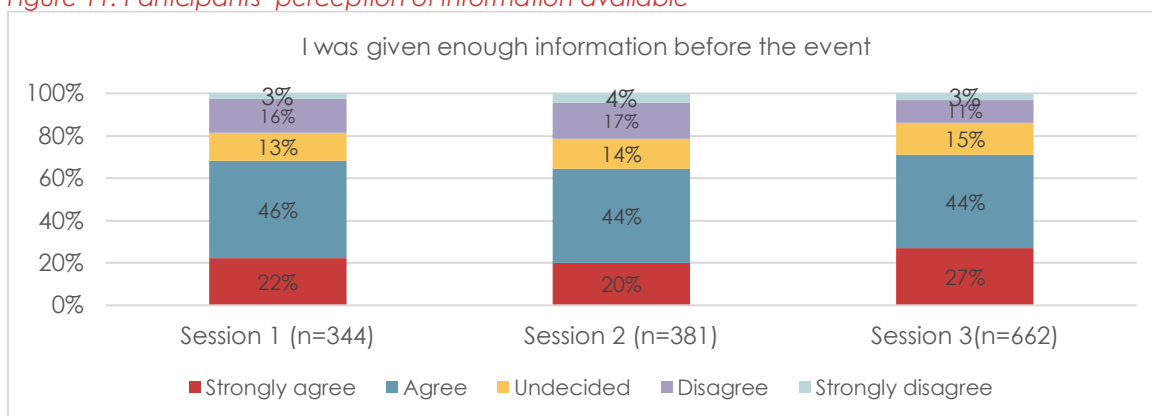
Source: Panel (satisfaction) survey responses, analysis by Technopolis

The role of experts

Policy experts intervened in the Panel's discussions to share their expertise in specific domains. They directly engaged with the citizens in the subgroups in a series of Q&As in Session 1, as well as in the sub-streams – made up of several subgroups – in Session 2, where their input was a seen as most valuable (according to the participant survey results). Their role in Session 3 was effectively and on purpose limited to fact-checking.

In general, experts' role prominence differed across all the sessions, with mixed impacts on guidance that they provided for informed discussions. Overall, however, participants felt that their inputs were mostly useful across all the sessions (Figure 12), drawing from citizens' inputs of what they considered to be useful from a high to a very high extent. Impartiality of experts also received very different perceptions from participants.

In Sessions 1 and 2, **experts with a mostly academic background were there to shed light on specific themes in terms of what were the main issues to be solved and what was needed to solve them**. They were briefed to provide an impartial perspective on the debate rather than presenting their viewpoints. In general, this brief was followed, with some exceptions: choosing to address the benefits of a more EU-integrated policy, or approaches to information that reflected their own views regarding a certain policy area, such as "what needs to be done is...", "the problem is..." while seldom presenting policy options or what the EU is already doing in those areas.

Participants' opinion on expert inputs in Session 2's plenary and sub-stream plenary showed an overall satisfaction rate of more than 70% (see Figure 12 below), indicating that they were perceived as mostly useful and neutral. As an example of exceptions, a participant interview mentioned that some experts concluded their presentations with a "personal pro-European message which influenced discussions in the sub-groups". The sub-group interventions were perceived as less useful than the plenary discussions (58%). Direct observations confirm that the Question-and-Answer sessions were often used by experts to continue their inputs prepared for the plenary sessions, which had been cut short by moderators.

In Session 3, experts' roles were designed to be less prominent in the agenda, and more consultative. In this format, citizens could ask specific questions and clarify any doubts **with fact checkers**, who would then sometimes consult with experts separately for more complex queries. By being able to fact-check specific pieces of information, the evidence was then deliberated upon in the subgroups, whereas expert presentations in plenaries during Session 1 and subgroups in Session 2 were not always discussed.

The direct use of expert inputs in deliberations seems to have been limited. Participants in 3 out of 12 observed subgroups referred to experts' contributions. In all but one group, other types of argumentations than reference to experts prevailed (e.g. based on personal experiences). However, in 8 subgroups, **participants did seek to back up their recommendations with factual information. Fact-checking occurred at least once in all groups observed**, with 4 sub-groups using fact-checking more regularly.

Looking at satisfaction with the **inputs from the experts during the subgroup discussions**, most participants considered these inputs to be useful to a high extent, with fewer to a very high or medium extent (Figure 12)[48]. Session 1 registered the lowest satisfaction rate overall, while Session 3 registered a higher satisfaction rate together with Session 2. On average, participants were slightly more satisfied with experts' input during the plenary session than in the subgroup discussions.

Figure 12: Usefulness of experts' inputs in subgroups and in plenary sessions
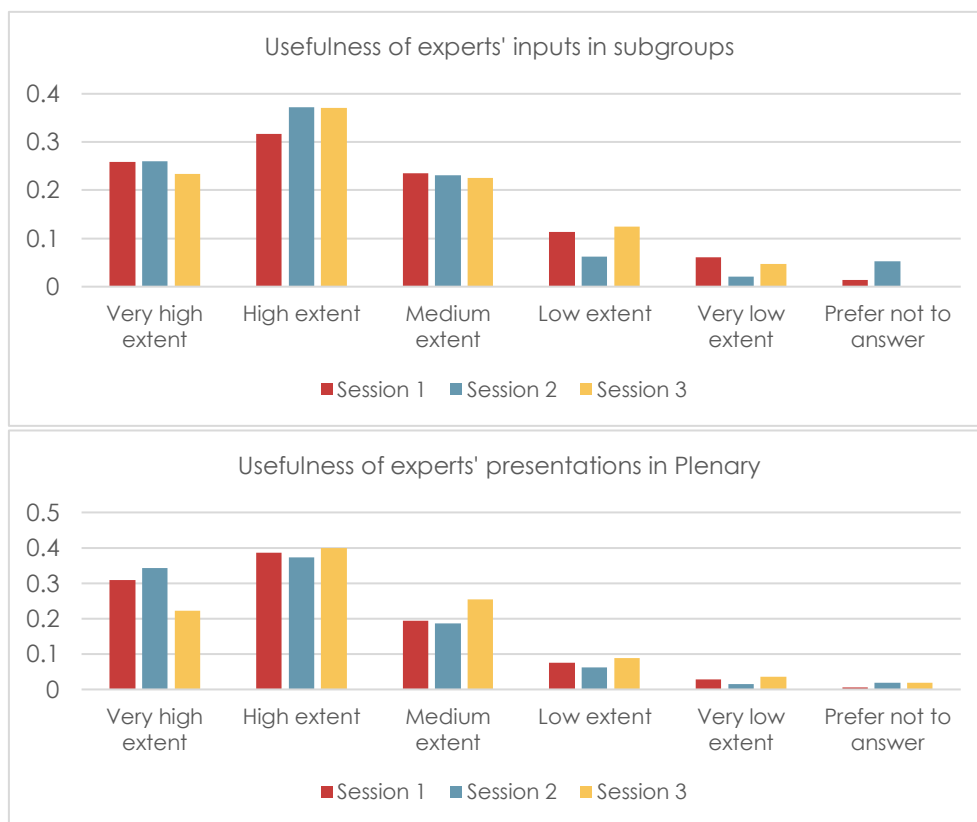
Source: Panel (satisfaction) survey responses, analysis by Technopolis

Citizens' perception of their own knowledge

Across sessions, most participants said they did not find the information they received hard to understand (Figure 13). Sometimes, however, participants felt they did not have enough knowledge to confidently speak up during subgroup discussions. Observers noted there were remarks by participants about not knowing enough to fully contribute to the discussion, in which case facilitators sometimes had to encourage participants to speak up. To illustrate, in one

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[48] Panel survey data

subgroup in Session 3, a facilitator and the group of participants made extra effort to include an elderly person into a discussion around data protection by asking her to share viewpoints from her personal perspective which led to a refined and more inclusive recommendation.

Figure 13: Participants' perception of the appropriateness/accessibility of the information received

I found the information we received on the topics to be discussed hard to understand

	Session 1 (n=344)	Session 2 (n=381)	Session 3(n=662)
Strongly disagree	23%	22%	21%
Disagree	44%	47%	47%
Undecided	14%	13%	13%
Agree	12%	15%	12%
Strongly agree	6%	4%	7%

■ Strongly agree ■ Agree ■ Undecided ■ Disagree ■ Strongly disagree
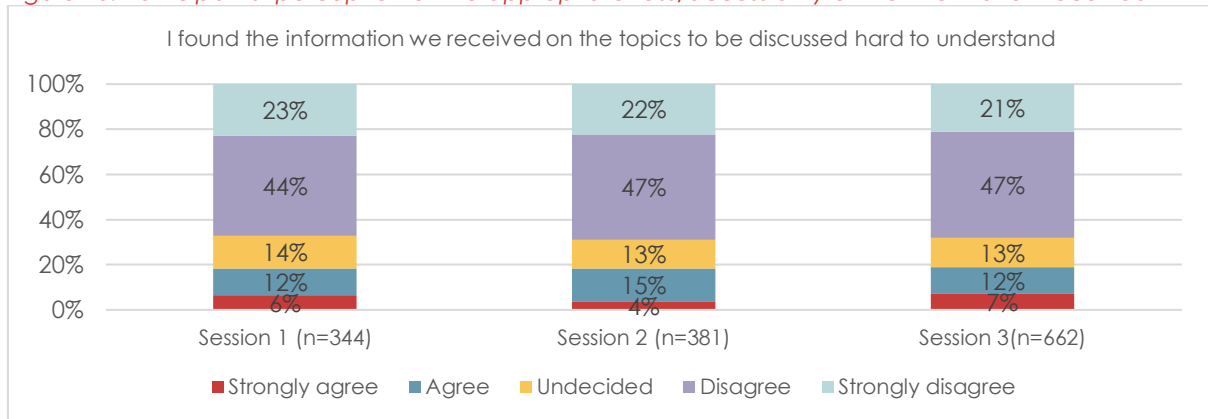
Source: Panel (satisfaction) survey responses, analysis by Technopolis

Nonetheless, citizens felt they had the possibility to ask for additional information when they needed it across all panels, with 70% and above agreeing or strongly agreeing with this statement. Between 16% and 24% were undecided on whether they had this possibility, which may reflect a hesitation in knowing what the full range of options for information was for them[49].

Figure 14 shows **the overall perceived usefulness of different panel elements across sessions was generally positive**. As the vision exercises were only present in subgroup 1, the usefulness of such an exercise in Sessions 2 and 3 is not applicable. Because session 2 was held online, there was also no time to have conversations during breaks as the citizen interaction was much lower and therefore reflected the perceived usefulness of such moments.

Figure 14: Panel survey on perception of different elements of the Panel Sessions

Thinking about the overall design of the session, to what extent do you consider the following elements useful?

	Working Group discussions	Organizers presentations in plenary	Conversations during breaks	Vision exercises in subgroups
Session 1 (n=344)	83%	70%	69%	65%
Session 2 (n=381)	81%	63%	42%	0
Session 3 (n=662)	87%	62%	68%	0

■ Session 1 (n=344) ■ Session 2 (n=381) ■ Session 3 (n=662)
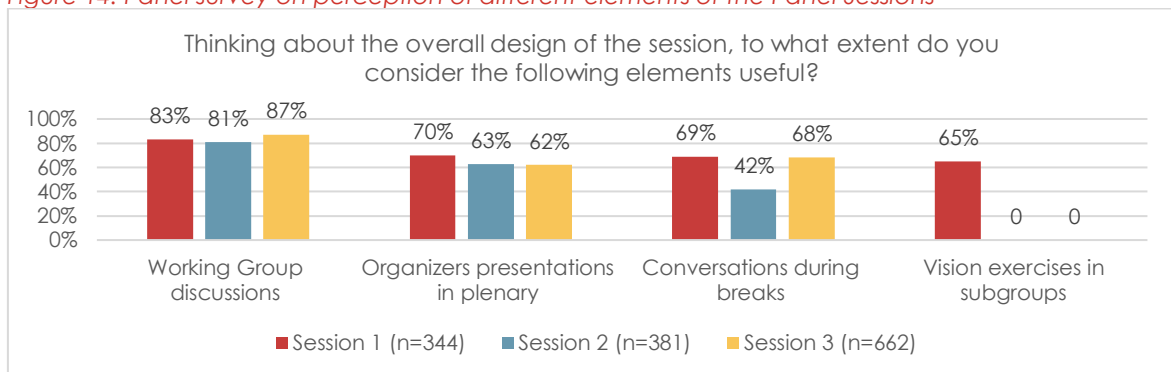
Source: Panel (satisfaction) survey responses, analysis by Technopolis

Information, ideas, and insights from the online platform

In advance of the Panel Sessions, the **Multilingual Digital Platform had been active since April**, with contributions published from members of the public and other stakeholders, including:

- Ideas – contributed by stakeholders and the public;
- Events – contributed by national and European stakeholders; and
- Comments – posted on the ideas.

The insights from the Multilingual platform were presented at the Plenaries of Session 1 in time slots of 10 minutes each per theme. During the subgroup work, the number of times that these insights were presented varied between 2 to 4 per session. However, as with the expert input, the citizen recommendations cover several topics, so it is difficult to gauge precisely how much the online platforms made a difference to specific topics.

The documents resulting from the Panel Sessions were published on the Multilingual Digital Platform, which was available throughout the whole Conference to collect contributions from the national level and support the communication and deliberation of the Panels. The platform was constantly updated with recommendation documents and reports as the Conference progressed while ideas continue to be contributed throughout the process. In the time since the first Sessions of the Panel took place, between 20 and 200 Ideas were published per topic block on the public spaces on the Platform.

On the other hand, there was very little activity observed in the private Panel spaces of the Platform between Sessions. Each Panel private space had between 20 and 50 "followers" (meaning they receive notification alerts regarding posts on the page). The only activity observed was related to the vote organised to follow up on the topic clustering in Session 1, Panel 2, where a decision on whether to merge "Gender equality" with "Non-discrimination" could not be taken in the Plenary (because the voting by show of hands did not show a clear majority). The options were posted to the platform so that participants could indicate which one they supported, with approximately 45 votes each.

Of the 37 citizens interviewed, only 11 citizens mentioned that they were regularly checking it to stream plenaries online or reading the final report. An additional 3 interviewees mentioned that the digital platform was complex to use, a viewpoint which was shared by those indicating that they consulted the platform.

Observers noted that deliberations in subgroups stemmed chiefly from citizens' own ideas rather than the online platform: Across 16 subgroups in Session 1, only 4 had mentions of the digital platform. Across 12 subgroups in Session 2, only 2 mentioned the digital platform. Across 12 subgroups observed in Session 3, only 1 instance mentioned the digital platform. The digital platform may, however, have had a more subtle impact on the discussion without it being mentioned explicitly.

4.3.2 *Q11. Did Panel members have enough time to learn and weigh the evidence, discuss the issues in adequate depth, find common ground and draft recommendations?*

Deliberation can only thrive if participants are given enough time, background content, and structured facilitation. Each of these factors varied across sessions, depending on the structure of that session. The analysis therefore considers the following: speaking time between facilitators and participants; ability to weigh evidence; impact of multilingualism; and ability to reach consensus.

Balance in the design of the process

Overall, **participants had ample time to weigh the evidence presented**. However, the quality, balance and range of the information received may have impacted the depth and consideration with which this evidence was treated.

In general, the **Panel plenaries and subgroups ran on time**. The balance of time **of deliberation between participants and facilitators** varied across the three Sessions, but **major instances of imbalances in time between participants were few.**

The experts' speaking time varied across sessions. This was due to differing structures of each session, and the role that was given to experts in each.

Discussion time and the balance between facilitators and participants

Citizens acknowledged that as the recommendations were built on finding a consensus, their contributions were sometimes modified and changed to incorporate the opinions of all citizens involved. **Citizens would have appreciated having more time for the deliberating part in order to be fully in agreement.** Consensus may sometimes also have been hindered by issues with interpretation and **multilingualism**, especially when making use of the automatically translated spreadsheet grid during the subgroups in Sessions 2 and 3. This sometimes led to different understandings of certain concepts and words, which may have had slightly different meanings in different languages, sparking additional debates between Panel members in order to establish the correct interpretation, which took time that would ideally be spent on more in-depth deliberations.

As recorded by observers in the subgroups they attended[50], **the balance of time of deliberation between participants and facilitators varied** across the three Sessions (see Figure 15 below):

- **Session 1 had a higher rate of deliberation between participants and facilitators than Session 2**, **but less than Session 3.** The first Session included introductory discussions and vision exercises to get participants to warm up and open their deliberations in an in-person setting. Here, participants contributed very open ideas, at first hesitating to share, and then later becoming more relaxed and amicable with each other and with the facilitator. Observers measured a greater percentage of silence (periods in which neither the facilitators or the participants spoke) probably due to initial hesitations to speak in an unknown environment and the time it took to get accustomed to the interpretation mechanisms.

- **During Session 2, the deliberation rate was lowest,** attributable to the role of experts being more central (61% of speaking time for the whole session in the streams), and the session taking place online, which did not necessarily encourage as much dialogue as in-person sessions. In addition, the subgroups were different from Session 1 meaning they had to re-establish comfortable relationships but in an online context. Whereas the participant/facilitator speaking-time ratio averaged 50%-50% for Session 2 overall, observers noted wide variations across the observed subgroups: a facilitator in one subgroup spoke 59% of the time whereas another spoke only 29% of the time.

- **Session 3 was the most interactive** as it was largely in-person, included two sessions designed as Open Fora, and allowed participants to rotate across working groups in order to share their ideas and obtain feedback. The role of experts was more marginal and predominantly used for consultation and fact-checking purposes only.

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[50] The balance of speaking time was measured in order to understand whether Panel members were given equal opportunities to speak in relation to the facilitator. This was done by time stamping each spoken intervention instance and then calculating the percentage of the times over the entire session.

Figure 15: Average speaking time in subgroups
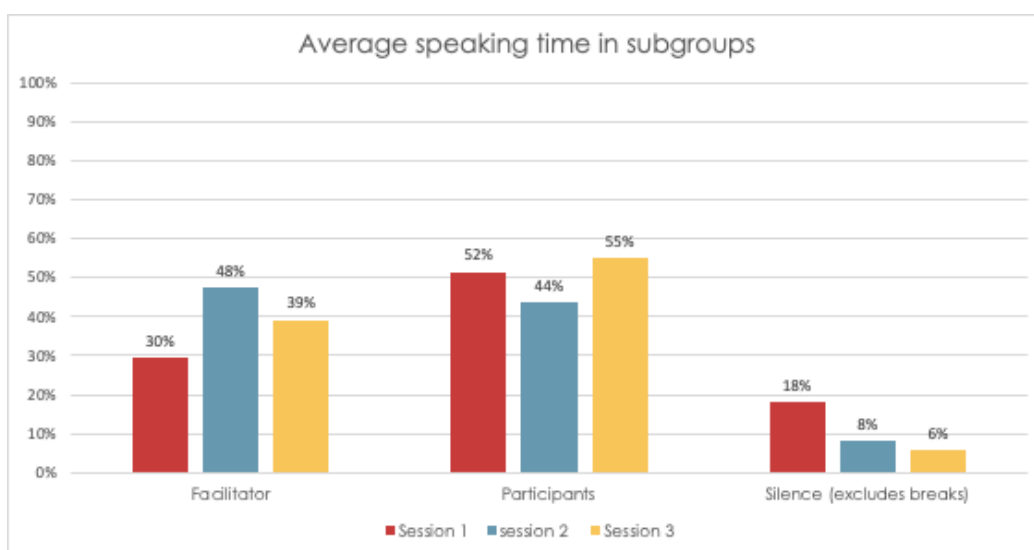
Source: Observation data collected from three sessions, analysis by Democratic Society

Between participants, major instances of imbalances were few, but some participants were more active or confident than others and some were naturally less likely to speak, for example:

- In Session 1, in 6 out of 16 observed subgroups at least one participant never spoke. This may also have been due to the facilitators having to take notes at the same time as ensuring that all group members had equal speaking time.

- **Concentration on notetaking** was also observed in Session 2, in addition to attending to issues raised in relation to automatic spreadsheet translation. But the main difference in Session 2 was, being held online, the set up was "all in one place", as noted by a facilitator in Panel 4, so it was easier to balance facilitation of the participants' discussions, note taking, and maintaining the automatically translated spreadsheet file. There were 9 subgroups out of 12 observed in which one or more participants did not participate at all.

- In Session 3, in 6 out of 12 subgroups, recommendations were largely driven by specific outspoken individuals rather than all the participants involved, according to observations. Some were less active due to technical issues and possibly because they participated remotely – despite active encouragement to speak up from facilitators; others were quieter and needed more encouragement to speak. Notetakers being present in Session 3 helped facilitators to focus on guiding the finalisation of the recommendations.

The experts' speaking time varied across Sessions (Figure 16)**.** Their speaking time was accounted for mainly in the streams and the plenaries as opposed to the subgroups, as they never intervened in the deliberation moments of the panels. In session 1, experts intervened predominantly during plenary moments, which were less frequent than stream moments in Session 2. In the latter, experts gave more presentations and made more frequent interventions than in Session 1, hence the greater speaking time devoted to experts. Observers noted improvements in Session 2 (compared to Session 1) on the extent to which experts respected the speaking time as well as on the content of their presentations. For instance, in Session 2, observers in different Panels noted the different approaches by experts, for example: using "very practical examples", using "descriptive information and also framed questions and trade-offs between different possibilities, situations or solutions", or "Two experts (out of three) used good slides that were informative, well sourced, and attempted to make it relevant to citizens, and spoke slowly and clearly, suggested solutions". Citizen comments included "One expert did not use slides and was "more difficult to follow and to understand sources".

Facilitators also said that the input from experts improved from Session 1 (this was raised, for example, in a debrief during Panel 4) and that it helped with the dialogue and developing orientations. In Session 3, experts did not make specific interventions, but were available for fact-checking by the facilitators.

Figure 16: Average speaking time for experts, compared across Sessions

Source: Observation data collected from three sessions, analysis by Democratic Society

Participants were **respectful towards each other and in their interaction with the facilitators across all the sessions.** In the case of disagreements between facilitators and participants, these were dealt with in a professional and swift manner, and conflict seldom arose if not for the purpose of discussion. Almost all **participants across sessions felt respected during the discussion** (61% of post-survey respondents strongly agreed and 34% agreed with this statement). This perception was shared by participants from all panels, though at a slightly lower rate in Panel 3. Instances of disrespect that may have been felt included discussions on personal experience clashing due to a diversity of backgrounds. For example, in Session 1 Panel 3, on Climate and Health, a woman brought up the issue of prioritising sexual and reproductive health, asserting that women's hygienic products are sold at higher price points than that of men. A male participant responded that it would be unfair for men's hygienic products to be priced higher. This sparked a discussion that highlighted the difference of opinions on the impact of gender on healthcare policy.

In general, the **plenaries within the panels and subgroups ran on time**. When there were major technical issues (at the start of Panel 1 Session 1, or Panel 1 Session 3) it was noted in the facilitators debrief and by the observers that participants used the time to review ideas, get to know each other, or for Session 3, review and learn about draft recommendations and discuss in smaller groups, to some extent also across language barriers. As the process unfolded, participants became more comfortable with the overall event procedure and atmosphere.

Time to weigh evidence

The question of whether citizens had enough time to weigh the evidence provided is linked to the type and amount of evidence given. When looking at simply how much time was given, a majority of participants agree that they had enough time to weigh the evidence during the event, (see Figure 17 below). **Weighing arguments, such as pros and cons of suggested draft recommendations occurred in most subgroups observed.** This was observed more with certain topics – such as establishing a European Army, or Social Security – to which participants could apparently relate more easily than other topics, such as Digitalisation.

I was given enough time to weigh the evidence during the event
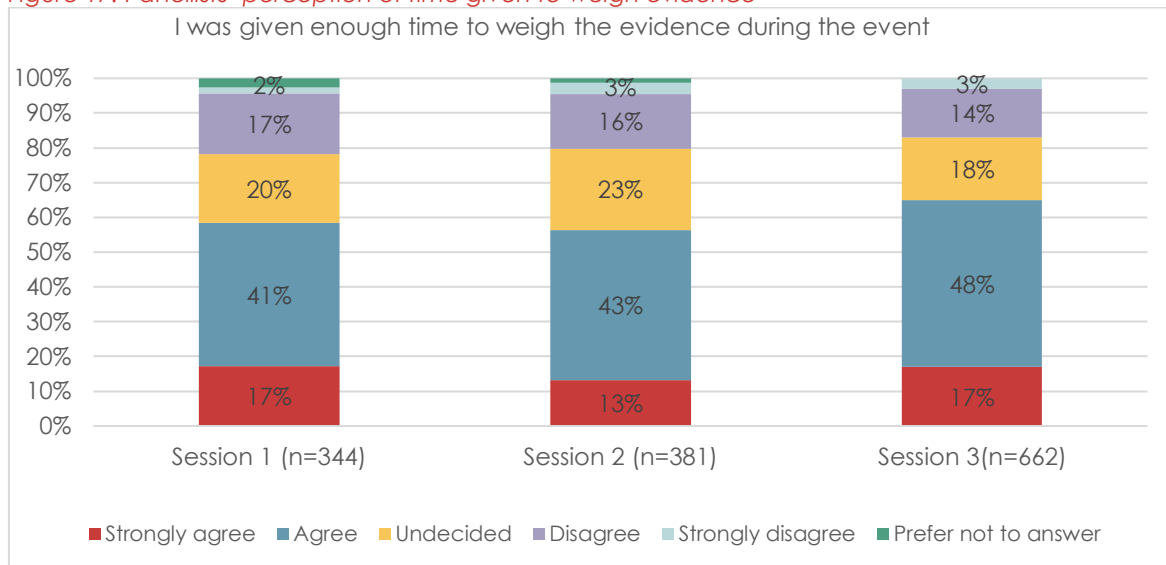
Source: Panel (satisfaction) survey responses, analysis by Technopolis

At the same time, in post-event interviews, several facilitators and participants pointed out that **more time could have been allocated to learning**, which would have **had an impact on the approach taken to weigh the evidence, i.e., with a more all-encompassing knowledge range**. In addition, from the participant interviews it was evident that while most citizens considered that the three event phases worked well (learning, discussing and deliberating), they considered that **further improvements** could be made especially on the **learning phase**. Some citizens mentioned that the presentations of the experts could have been and be given more time in in general. As the topics were very broad (especially at the beginning of the process), more time could have been allocated to sharing information with citizens, notably through experts. The broadness of the topics also had an impact on which evidence to weigh, whether it was experts' input (discussed below), or the choice of selecting specific competences to discuss. Furthermore, one facilitator mentioned that citizens would have appreciated knowing beforehand what topics they would be allocated, as they started Session 1 with warm-up exercises to vision and suggest ideas for their personal priorities before being assigned to a specific topic (not one they had prioritised) for the rest of the Conference process. The only examples of participants being presented with evidence was when experts took the floor during the plenaries and sub-groups of Sessions 1 and 2.

All in all, participants had ample time to weigh the evidence presented, though the quality, balance and range of the information received may have impacted the depth and consideration with which this evidence was treated. The quality of the information is discussed further in Section 4.3.3 below.

Ability to reach consensus

Citizens acknowledged that as the recommendations were built on finding a consensus, their contributions were sometimes slightly modified and changed to incorporate the opinions of all citizens involved. In post-event interviews, citizens found that the **discussion and deliberation parts were the most interesting** and enriching as they offered the opportunity to debate and learn from each other to reach consensus. Citizens would have appreciated having more time especially for the deliberating part in order to be fully in agreement. When reaching agreement on an orientation or a recommendation, the facilitators would often check with the rest of the citizens whether that suggestion was agreed upon by everyone else, even though sometimes

that consensus was reached in haste because of lack of time, usually due to participants wanting to add more details at the end of the time limit.

Consensus may sometimes also have been hindered by issues with interpretation and multilingualism, which caused some of the recommendations to be lost in translation, especially when making use of the automatically translated spreadsheet grid. Often, citizens questioned the reliability of a fact and wanted to back it up with evidence before reaching a general agreement. Facilitators also had to ensure that the recommendation was well translated across languages. This could come down to the formulation using a word that made sense across languages. For example, in Session 3 Panel 3 a participant had an issue with the word "curriculum" being translated to "qualification". Or in another subgroup, one citizen claimed that the "translation in Finnish was horrible" after the recommendation was finalised, in which case the facilitator invited the citizens to focus mainly on the English version before agreeing that there was consensus on the recommendation.

In general, consensus was further reached with additional encouragement to a) agree within the given time frame, b) to overlook the issues in translation and c) when some of the more vocal participants were the first to announce that they agreed on the recommendation or orientation. When after a few instances of further encouragement, the facilitator did not receive a response, including hand gestures or nodding, the consensus was considered final.

4.3.3 *Q12*. *How has the process ensured multilingualism and proportionate speaking time for different languages of the EU?*

Multilingualism

Throughout the process, multilingualism entailed the simultaneous translation during the plenaries and discussions, the multilingual platform used to draft topics and recommendations in the discussion groups, and the multilingual online digital platform used to communicate and exchange with citizens.

Multilingualism was present throughout the three sessions for all the Panels. All 24 EU languages were spoken at the Conference. Based on language, the time used by participants was equitable (the most spoken languages were those which had a larger number of participants speaking them).

In all Panel Sessions, interpretation supported exchanges between participants with different mother tongues. A technical consequence of this is that subgroups had to be made up of a limited number of languages, which could have had consequences for which participants (and which Member States) had their views represented during the working group sessions. However, the Evaluation Team did not notice any topics where this constraint posed significant problems.

Across sessions, those who spoke the same language as the facilitator were observed to interact in a more fluid way between themselves and the facilitator, but this did not appear to be a major factor that affected inclusive discussion and did not prevent other participants getting involved in the discussion.

Once participants got acquainted with the interpretation, they were comfortable with speaking in their own language. Participant feedback confirms what observers noted during sessions – a strong majority of participants said that it was easy to use their preferred language (Figure 18). There was little to no variation across sessions. The evaluators did note that interpretation to some extent reduced the back-and-forth that would be expected in most deliberative settings, because the short pauses to allow interpretation to be completed slightly slowed the conversation.

Figure 18: Participants' perception of multilingualism
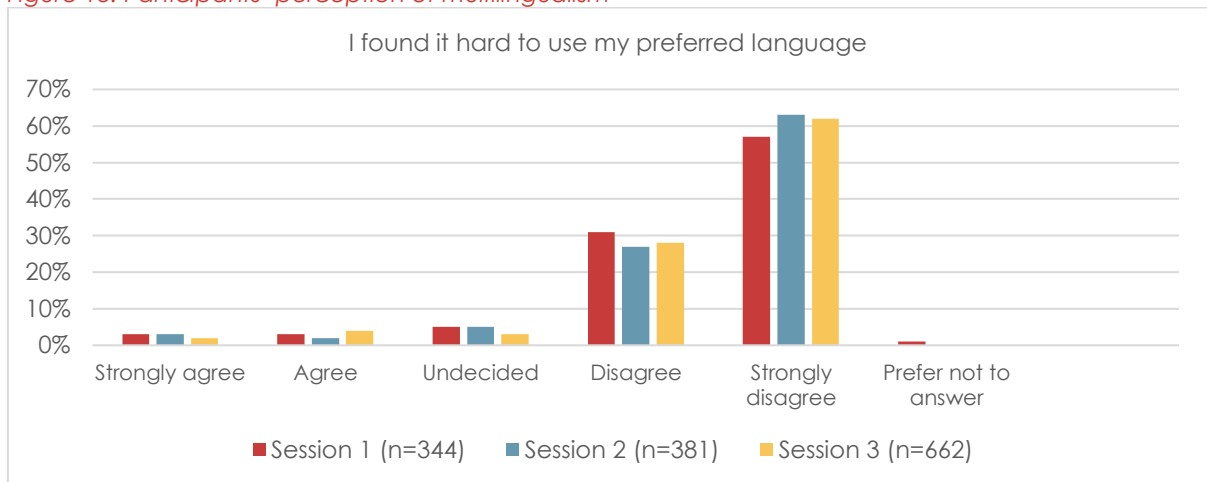
Spreadsheets with automatic translation were used to capture notes and draft recommendations. Given the constraints of time, and the need for instant feedback on ideas this was a reasonable solution. However, **the quality of automatic translation in these spreadsheets was reported as an issue**. Participants brought up problems with the quality of the automated translation numerous times according to observers. Those understanding the language in which the facilitator took notes had an advantage and could follow more easily, as they did not have to only rely on the audio interpretation but could follow the written statements on the screens. The issues with automatic translation may have had an impact on the ability to reach consensus, as explained earlier. The field of machine translation is advancing rapidly, but there may be a case in similar events in the future for structuring deliberation to allow for human translation of key points in between sessions, or even during them. Some facilitators made attempts at improving the quality of interpretation in the automatically translated sheet by re-reading automatically all the contributions in their mother tongue and checking whether the English interpretation input was correct.

In post-event interviews, facilitators said that the interpretation and other multilingualism elements were overall of good quality. They felt, like most of the citizens, that using one's mother tongue to speak did not incur any barriers, although participants needed to speak slowly for the interpreters. At times, however, both participants and facilitators felt it was easier to express themselves in English, especially when attempting to fix technical issues, or to discuss among themselves. Some technical words were sometimes lost in translation, especially when it came to writing the orientations and recommendations, and some of the discussions revolved around finding the right terms to explain a concept.

4.3.4   ***Q10*** *Throughout the process, were debates conducted in an impartial manner?*
         Q13 *Did the facilitators help Panel members with recommendation drafting? What did this help consist of?*

A facilitator is responsible for the running of a group process, as well as for the smooth running of the deliberative session. In this context, the section consider to what extent facilitation ensured impartiality and ability to express one's views. Impartiality means the extent to which the debates conducted were not biased, influenced, or steered in a certain direction that prevented views from being expressed or included. Impartiality as a facilitator also remains a

delicate balance between steering the conversation towards a general viewpoint and steering it away from irrelevant discussions.

Debates were conducted impartially throughout the Panel process. This perception was shared equally by participants from all panels.. Observers did not note any significant instance where facilitators exerted undue influence over the content of the debate.

Facilitators guided the process of recommendation formation from broad conversations to the final document. Their role consisted in encouraging citizens to speak, balancing their interventions, making notes of the topics and recommendations suggested and ensuring multilingualism in the process. While interviews sometimes noted that the quality of facilitator could vary, the survey results show that **citizens perceived the facilitators as not influencing with their own ideas while drafting recommendations**.

Role of the facilitators

Facilitators guided citizens from brainstorming their visions for their priorities on the Future of Europe in Session 1, to turning these visions into streams, and then converting them to orientations in Session 2, to then finally converting these orientations into recommendations in Session 3. This process incurred a great deal of multitasking between facilitating and note taking in parallel with simultaneous interpretation. Each facilitator was responsible only for one sub-group per panel, though a handful of facilitators were also present for multiple panels.

In general, facilitators were observed to highlight to participants that the subgroups were spaces for every participant to share their views freely and respectfully but there were cases of participants who rarely spoke. Observers noted, and facilitators themselves mentioned in all debriefs, that it was difficult for facilitators to manage the spreadsheet, take notes, manage the conversation flow, and pay attention to who was speaking – as well as those who were not speaking. The online context added an additional layer of complication for some as it was difficult to see in the screen who had their hands up. There was however another contrasting view shared by a facilitator during a Panel 4 debrief that multi-tasking online was easier because everything was on the same place (on screen). In Session 3, this part of the design was improved as facilitators had notetakers who could help support the drafting efforts. They could input information in the automatically translated spreadsheet as citizens continued speaking while the facilitator was free to focus on the deliberation. The notetakers could also check that what the citizens were saying was accurate in terms of the meaning that they wanted to convey.

Overall, most citizens considered that facilitators did a good job by responding to the opinions of each participant. They "**nudged the group** to find solutions themselves" as stated by one citizen. However, their job was challenging especially as they had to both take minutes as well as moderate. One citizen mentioned that the quality of the facilitation improved when a **note taker** was supporting facilitators.

Facilitators strove to strike a balance between keeping citizens on topic when drafting and not influencing viewpoints offered. When they had to make use of the automatically translated spreadsheet, facilitators aimed to convert citizens' thoughts into concise sentences that could easily be interpreted across at least 5 different languages, depending on the amount of multilingualism present in the sub-group. Often, facilitators would encourage participants to speak and take decisions by asking probing questions such as "does everyone agree?", "are you all happy with this suggestion?" and in some cases, "who disagrees with this suggestion?". Sometimes they would implement tools to generate consensus more efficiently, such as encouraging participants to wave their hands in agreement after a change was made to the document. When it would be difficult to derive constructive proposals from citizens, or if they

felt stuck, facilitators would encourage them to justify their reasoning, or think more deeply about an issue.

Out of the citizens interviewed, only 7 felt that they were not always in control during the discussions. Most of these more sceptical citizens highlighted the fact that the **quality of the moderation varied** from one facilitator to the other. Some citizens felt that the facilitator did not intervene enough. One citizen who mentioned facing language issues confirmed that the facilitators' intervention was limited to "**the minimum required**". She would have appreciated a more "involved and warmer approach". Furthermore, as the intervention of the facilitators was kept to a minimum, a citizen would have **appreciated a more guided intervention** to avoid that some citizens would intervene in a more dominant manner. In her/his working group, the facilitator gave "too much room to a few active participants".

While both citizens and facilitators alike would have preferred having more deliberation time across all sessions, they recognise that days were very intense to come up with so much output in so little time. In post-event interviews, facilitators suggest making days shorter for citizens and adding two extra weekends.

Figure 19: Participants' perception of the facilitators' role
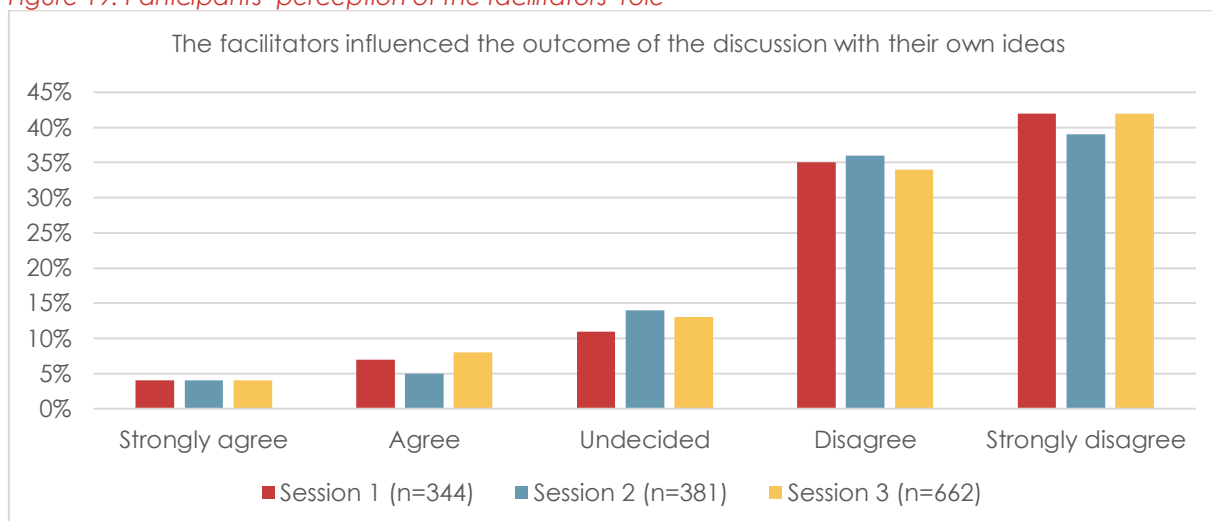
Source: Panel (satisfaction) survey responses, analysis by Technopolis

Facilitation and impartiality

The Evaluation team did not note any significant instance where facilitators exerted undue influence over the content of the debate. Evaluators in session 2 and 3 noted single incidents where facilitators were faced with time pressure and formulated draft recommendations to summarise participant discussions that were perceived to leave out the views of certain participants. One of the citizens who was interviewed after the event claims that sometimes the opinion of some citizens was not reflected in the outputs. For instance, he/she stated that the idea of including the citizens in all political decisions and from local territories was discussed but never reflected anywhere. Another more sceptical citizen mentioned that some sensitive issues such as "illegal immigration" were difficult to address and to integrate into the process. At the same time, observers noted that the approach to keeping the conversations on topic varied from facilitator to facilitator. Some did not attempt to bring the conversation back on track to the theme in question while others tried to notify the citizens that their considerations were off topic. For example, in Session 2 Panel 2, in the drafting or orientations, the facilitator had to remind the group that they were not there to discuss economic issues when the

conversation touched upon economic policies, but rather that it was about European democracy.

In general, citizens from across all the panels considered the choice of deliberative methods used to find agreements to be impartial – with 76% overall agreeing or strongly agreeing with this statement (Figure 20). Between 15% to 18% remained undecided, however, even though almost 50% across all panels felt that they had received enough information about deliberative and dialogue-based processes, according to post-event survey results.

Figure 20: Panellists perception of impartiality of deliberative methods, by Session
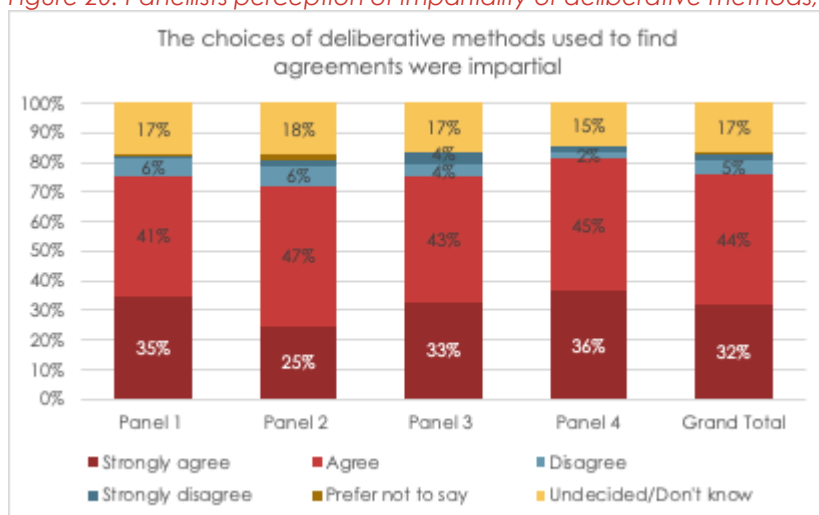
Source: Panel (satisfaction) survey. Analysis by Technopolis

4.3.5 **Q14** *What was the degree of autonomy of Panel members during the discussions and the drafting of recommendations?*

When discussing the role of "panel members' autonomy", this term encompasses the degree of control that citizens had over the ideas being discussed and the overall process of recommendation formation.

Citizens largely felt in control of the process despite its evolving nature. Across all sessions, citizens agreed, they felt in control of the process. Direct observation also confirms this finding. The evaluation team noted that citizens were asked to come up with issues and the facilitators did not exercise strong influence over the content of the recommendations. In that sense, citizens had strong ownership over the content of the sessions and could exercise freedom on the agenda of the discussion across all themes.

While most citizens felt in control, however, interviews indicated they believe that process between forming recommendations and proposals remained unclear to them. Some had hope for them being presented during the State of the Union speech in September 2022 but had a limited understanding of what happened during the Plenary phase and how the recommendations were turned to proposals.

Degree of autonomy of Panel participants

Based on participants' panel satisfaction surveys (Figure 21), Session 3 shows a greater inclination by the participants to strongly agree that they felt in control compared to Sessions 1 and 2, potentially due to arriving at a concrete result from the discussions through the draft recommendations before those being discussed in the Plenary Conference. Qualitative interviews further confirm this, as citizens understood the process much better by then and the

drafting and voting made them see more concretely the results of their efforts. Earlier in the process, however, only 50% of citizens agree for Sessions 1 and 2 that they were in control of the process.

Citizens felt that they exercised varying degrees of control in the overall methodological design of the panels. The approach to the programme design was devised by the organisers in a top-down manner that developed as the process went along, and as such, participants were not asked to provide formal feedback on the overall process design. Their degree of control in that sense was minimal. At the beginning of each panel, organisers explained how the process would run for that weekend, which created some clarity. Organisers used several ways to explain the programme, including visual aids that were integrated from Panel 2 onwards, and as such, process clarity and perceived control increased with the progression of the sessions.

Figure 21: Participants' perception of their autonomy and control of the process
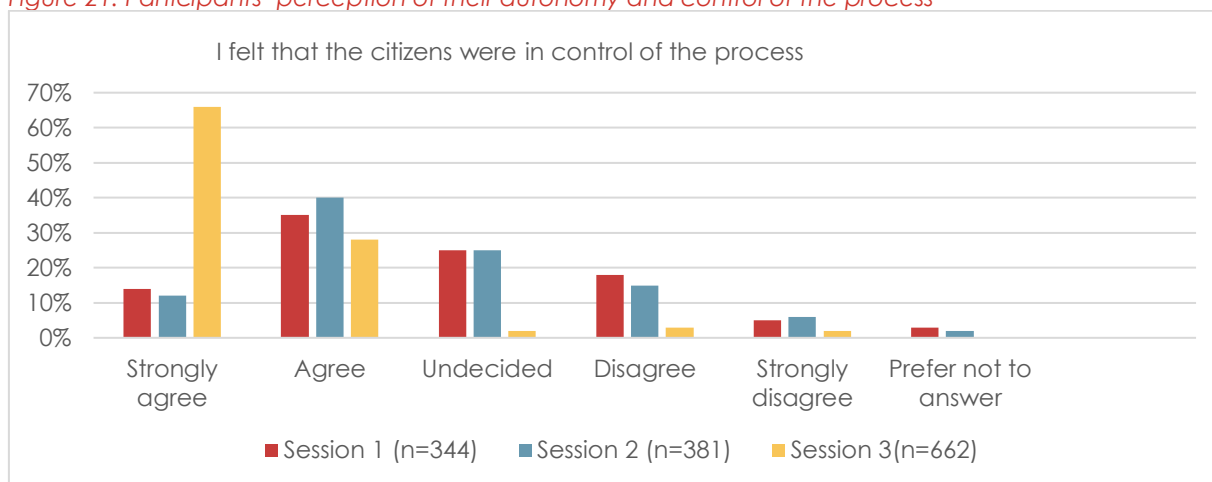
Source: Panel (satisfaction) survey responses, analysis by Technopolis

4.4   Impact

This section presents the study's findings in relation to the 'Impact of the Citizens' Panels in the Conference in the Future of Europe and its outputs.

The criterion "Impact" refers to the extent to which citizens' voice and inputs were transmitted and used from the beginning of the recommendation formation up until the final proposal report. Specifically, a high impact would imply that the citizen recommendations were very influential in shaping the final proposals, and that citizens believed they were having impact.

This indicator, for the purposes of this report, is based on the participants' own perceptions of impact, considerations of the recommendations in the plenaries, their own balance of speaking time compared to the rest of the stakeholders, and the uptake of citizen recommendations into the final proposals.

Other impacts that go beyond the outcome of the recommendation process also include citizens' own perception of the EU, and how the process of the conference had an impact on their opinion.

Longer-term, beyond the scope of this study, are wider considerations of impact such as how often the Conference is discussed in policy formation, the number of proposals that specifically reference the Conference as a source, and measures related to culture change and citizens' trust in EU democracy.

The subsections below address the following evaluation questions:

- Q15: To what extent did Panel members feel that their voice has been heard?

- Q16: To what extent did the Panel members have a more positive opinion about the EU as a result of their participation in the Panels?

- Q17: To what extent did the Plenary take into consideration and discuss the recommendations presented by the panels?

- Q18: Did Panel members that were also Plenary members have enough time and space to present and explain the Panel recommendations?

- Q19: To what extent the final recommendations of the Plenary coincide with those of the Panels?

- Q20: If they were modified, to what extent and what were the arguments justifying these changes?

- Q21: In the case of recommendations that were rejected as a whole, what were the main reasons for this decision?

- Q22: What immediate results (other than the recommendations) stem from the Citizens' Panels?

4.4.1   *Q15* To what extent did Panel members feel that their voice has been heard?

In answering this question, the study team referred to the surveys conducted after each Panel Session, as well as 17 interviews with ambassadors regarding the Plenary process.

Panel members felt that their voices were heard more during the panels. From post-Panel surveys, large majorities of participants thought that people's contributions were used fairly, considered that everyone had the opportunity to express their views, felt respected during the discussion, and felt that their views were not ignored. These perceptions became more positive from Session to Session as the Panel process progressed.

The panel members, which also operated as ambassadors, provided more mixed feedback on the extent to which they were heard in the plenaries. However, the perception of being heard improved over the span of the plenaries.

Panel participants' perception of voice

Participants felt, across panels that their voice was heard. This perception became more positive from Session to Session as the Panel process progressed.

In Session 1 **a large majority of participants thought that people's contributions were used fairly** (31% strongly agreed and 42% agreed), meaning that they thought the contributions were incorporated in a balanced manner. Almost all participants considered that everyone had the **opportunity to express their views** (Figure 22), as 67% strongly agreed and 30% agreed with this statement [51]. This perception was shared equally by participants from all panels. Likewise, a vast majority of participants also felt that their views were not ignored (Figure 23) (39% disagreed and 45% strongly disagreed with this statement) [52]. This perception was also shared equally by participants from all panels.

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[51] When looking at responses in each panel, participants have replied to the question on whether everyone had the opportunity to express their views, in Session 1: 67%=Strongly Agree, 30%= Agree (N=344), in Session 2: 54%=Strongly Agree, 38%= Agree (N=381), in Session 3: 65%=Strongly Agree, 30%= Agree (N=662).

[52] When looking at responses in each panel, participants have replied to the question on whether they felt that their views were ignored, in Session 1: 45%=Strongly Disagree, 39%= Disagree (N=344), in Session 2: 42%=Strongly Disagree, 43%= Disagree (N=381), in Session 3: 54%=Strongly Disagree, 34%= Disagree (N=662).

Similarly, in Session 2, a large majority of participants thought that people's contributions were used fairly (22% strongly agreed and 49% agreed). Panel 4 registered the highest rate, but similar rates can be observed in the other Panels. A very large majority of participants also considered that **everyone had the opportunity to express their views** (54% strongly agreed and 38% agreed with this statement) (Figure 22). This perception was shared equally by participants from all panels. Likewise, a similar large majority of participants did not **feel that their views were ignored** (43% disagreed and 42% strongly disagreed with this statement). Finally, most participants did not feel that there was a bad atmosphere during the Session (26% disagreed and 54% strongly disagree with this statement).

In session 3 almost all **participants felt respected during the discussion** (61% strongly agreed and 34% agreed with this statement). This perception was shared equally by participants from all panels, though a slightly lower rate of participants in Panel 3. Likewise, a similarly large majority of participants did not feel that **their views were ignored** (34% disagreed and 54% strongly disagreed with this statement). Panel 4 registered the highest rates of participants considering that their views were not ignored, and no significant variation were observed in the others three Panels.

Figure 22: Panel Participants' perception of their opportunity to express their view
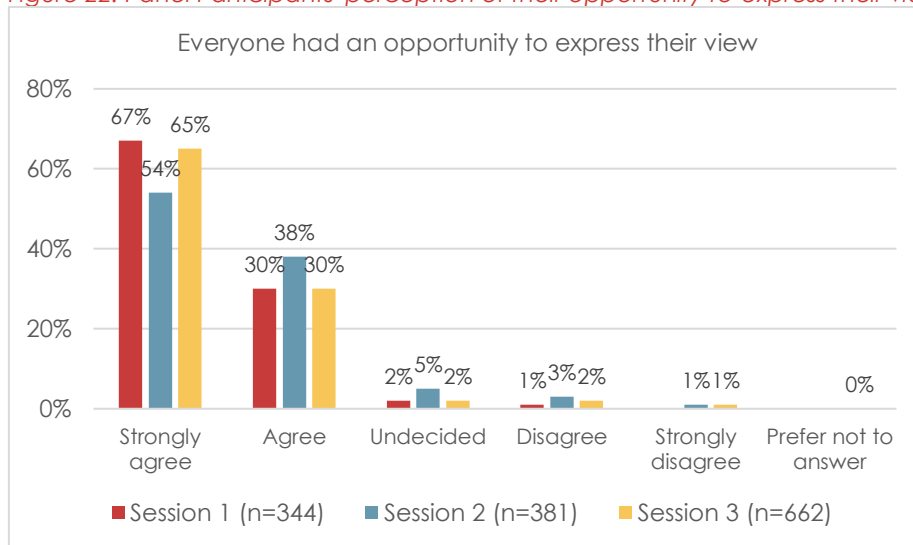
Source: Panel (satisfaction) survey responses, analysis by Technopolis

I felt that my views were ignored
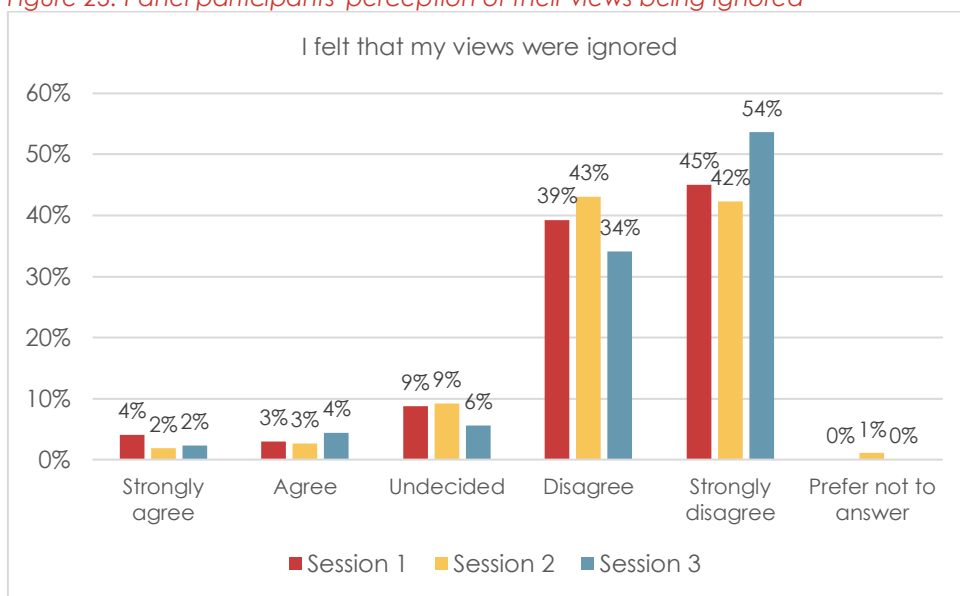
Source: Panel (satisfaction) survey responses, analysis by Technopolis

4.4.2 ***Q17****. To what extent did the Plenary take into consideration and discuss the recommendations presented by the Panels?*
Q18*. Did Panel members that were also Plenary members have enough time and space to present and explain the Panel recommendations?*

Plenaries were observed and evaluated differently from the panels, given the different debate structure and involvement of stakeholders. To obtain a full picture of the plenaries' process and perceptions of the process, data triangulation was performed using survey data, interviews from ambassadors and qualitative observations (integrated by running focus groups with the evaluation team).

The core of final proposals of the Conference largely stems from the citizens' recommendations from the European Citizens' panels – and is seen as such by the participating ambassadors. All proposals were also developed with reference to other sources, such as the national citizens' panels, the Digital Platform, and the debates in the Working Groups of the Plenary.

Ambassadors expressed mixed views with regards to the time and space to present and explain the Panel recommendations, though this improved significantly during the timespan of the plenaries.

Plenaries participants' perception of voice

While citizens increasingly felt that their voice was heard in the panels, the Citizens' Representatives in the Plenary expressed more mixed views. Frustration over a lack of willingness from some other Plenary members to engage was regularly mentioned.

During the plenaries, the power of the citizens was thus present, and they made their voice heard. The confidence gained as part of the process enabled them to raise their voice to disagree with other stakeholders, even though according to interviewed ambassadors this was sometimes challenging as citizens felt that it was "less easy for them to dare sharing their opinions". They were also confronted to the position of parliamentarians who were less enthusiastic about the conference and the level of involvement of citizens. While citizens were

not too involved in the technicalities of the drafting, their insistence on being at the centre of the conversation ensured that the proposals stemmed from the core of the work of the citizens.

However, it was noted by the evaluators that some of the ambassadors expressed concern – especially during the first Plenaries - that different actors taking part in the plenary only came to engage with the other members of the same component, rather than to listen to citizens. This was underlined by the fact that there did not seem to be adequate preparation for both the citizens and the Institutions to interact with each other on an equal footing, to address each other's interventions, and to actively listen to one another rather than making statements that only pertained to their own agenda points. Drawing from ambassador interviews, one ambassador mentioned that this unequal approach to interventions is partly due to the divergence of interests of actors in the working groups (such as representatives of trade unions). Another ambassador mentioned the fact that the Chairs of the working groups brought forward their own political agendas. Not all the recommendations received the same level of attention, the focus was sometimes on the ones that served politicians' interests, such as heavy discussions on transnational lists.

To counter the diverging expectations in following plenaries, efforts were made by the organisers to ensure the deliberative setting better accommodated citizens' interventions and that they were more prepared to have discussions in the hemicycle setting. Changes included providing increased deliberation time to introduce recommendations and briefing the ambassadors before they interacted with the rest of the Plenary members as to the most effective communication approaches. Reflecting this change in approach, ambassadors noted dialogue in the plenaries improved as they became accustomed to the format and felt more at ease with expressing their views in front of political institutions. As plenaries continued, citizens thus tended to intervene more and became more vocal about their expectations, often challenging other Plenary members' statements with blue cards or taking a unified stance.

The Plenary Conference's consideration of the Panel recommendations

The Working Groups within the hybrid phase involving all the Plenary member components ran differently to the plenary sessions in the hemicycle involving the same groups. The plenary followed the classical setting of a European Parliament plenary session and its rules of procedure, which evolved with modifications for time slot allocations and use of blue cards to accommodate for citizen interventions. **Plenary sessions included sequences of speeches that addressed the state of play of the process rather than going into detailed discussions on the panel recommendations**, with the recommendations being addressed in a limited manner. The Working Groups became the place in which the deliberations on the recommendations took place and the actual shaping of the proposals happened. Ultimately, the plenaries took into consideration and discussed the recommendations drawn in the panels, with the working group being the main locus for the deliberation with stakeholders to happen.

In post-event interviews, **ambassadors considered that the recommendations were at the centre of the proposals during the drafting process.** Several spokespersons mentioned how they personally ensured that the recommendations would be respected. The recommendations were transformed into "more advanced and precise versions". While disagreement occurred with politicians, these were globally seen, ex-post, as making discussions richer.

However, during plenary sessions, ambassadors **shared concerns about not feeling heard**, the limited scope of discussions held in the Panels, and the initial lack of preparation to be able to confidently speak in the Conference Plenary prevented them engaging at the same level as seasoned Parliamentarians and other officials. In the Panel 3 Plenary Session, an ambassador made a strong statement on this matter on behalf of the ECP component, with all 80 ECP ambassadors standing up in protest. A few MEPs and other officials also stood in solidarity with

them. The more the plenaries took place, however, the more confident the ambassadors felt about speaking in a highly political setting. Some plenary rules were also amended, such as by giving citizens more blue cards to address other speakers, and more time to speak in general. That was also due to several preparatory meetings that the organisers held with the ambassadors in subsequent plenaries in order to prepare them better to interact in this setting.

From the study team's qualitative observations, the plenary's consideration of the recommendations was linked to themes of "**power dynamics**" in the Working Group and plenary, the "**outcomes of the plenary/Working Group**,", the "**ambassador's role**", as well as the "**content of discussion"** and the "**process design**".

Power dynamics largely had to do with the expectations that citizens had of **their own role** in the plenary as well as what the other stakeholders such as MEPs perceived was their expected role and topics of discussion, which largely impacted the political uptake of the recommendations in the plenary.

Ambassadors bore the perception that they were supposed to be more at the centre of the exercise than they ultimately were. Judging by the behaviour of other plenary members (walking out of the Hemicycle halfway throughout the Plenary, intervening with an unrelated statement, or holding the floor for a longer time than allocated) this perception was not fully shared by the rest of the plenary members. On the other hand, Spokespersons, who were appointed from the Ambassadors group to contribute editing the final proposals, were usually more vocal and central to the plenary exercise and liaised more often with the Working Group Chair as opposed to other ambassadors.

This role ambiguity and unclarity of ambassadors' own expectations affected to what extent the plenary took into consideration the **content of discussion**, namely the recommendations. On the other hand, the process was designed such that the citizens' recommendations constituted a starting point for discussion and that the amendments made in the formation of the proposals were largely brought forward by other members of the Plenary. The Ambassadors' role was thus mainly to defend them in case the recommendations risked being altered too much. Therefore, although the foundation of the proposals remains the panel recommendations, the input from the other members of the Plenary was meant to guide the discussions.

These factors and expectations are linked to **process design**, in that the structure of the plenaries and the way that the content of discussion were organised were not made clear in the overall process from the beginning, as well as communicated to the different components earlier on. Regardless, the recommendations proposed by citizens remained the focus throughout the discussions and the drafting process.

Ambassadors' ability to present and explain the Panel recommendations

Debate in plenary The process design had an impact on the time to present, as the plenary structure only allowed for limited time for every component member to make an intervention. The evaluation team noted that the stakeholders did not always abide to their speaking times, often going over. Ambassadors also did so, although less often. The deliberation was therefore less interactive throughout these sessions, as having more members in both the plenaries and the working groups meant that there was less opportunity to interact and have a dialogue that was not just composed of statements.

By design, the Plenaries ensured that Ambassadors would have more speaking time than other components. However, in practice the picture was somewhat more mixed. Other panel members did not always abide to their speaking times, often going over. Ambassadors largely maintained their speeches to their time.

The extent to which Ambassadors intervened also varied, with citizens initially making little use of blue cards in order to respond to another Plenary member. However, as the plenaries rolled out, Ambassadors gained more confidence and made more systematic and recurrent use of the blue cards. As such most ambassadors managed to use the time properly and address what they wanted to highlight.

In the post-event interviews, one ambassador mentioned that the system using the blue cards did not always work well. Providing 30 seconds to citizens to intervene was not enough and they felt it was too restrictive. Another mentioned the "lack of willingness from politicians to discuss the recommendations that involved treaty change" and it was harder for citizens to share their opinions". In the plenary session with rigid speaking times, more (speaking) time might have resulted in more interaction/references to other recommendations/interventions.

Working Groups: In general, the evaluation team noted that there was sufficient time for citizens to present panel recommendations to other plenary members in the working groups. However, the limited timeframe allocated to the Working Groups resulted in rushed debates where not all recommendations could be addressed in-depth. Moreover, some of the non-citizen stakeholders seemed to be diverting away from the panel recommendations to use the time to make differing points about topics of interest to them. As a result, the space for the ECP ambassadors to make their voice heard was limited and led to disappointment and frustration that their contributions were not addressed in the plenaries by other stakeholders. In post-event interviews, two ambassadors have outlined the fact that citizens had different levels of understanding of the topics addressed, which made the contributions when drafting recommendations (and proposals to a lesser extent) uneven.

4.4.3 *Q19 To what extent do the final proposals of the Plenary coincide with the Panel recommendations?*
Q20 If they were modified, to what extent and what were the arguments justifying these changes?
Q21 In the case of recommendations that were rejected as a whole, what were the main reasons for this decision?

Based on their observations in Panels, Working Groups, and Plenaries, the study team gathered a sample of measures across diverse topics of panel recommendations and plenary proposals that were subject to lengthy deliberations and interest of diverse stakeholders in the process.

The basis of all the final proposals were the recommendations coming out of the panels. While modified and enriched by the discussions in the Plenaries there is a clear link between the panel recommendations and those of the recommendations of the Plenary.

All recommendations that passed the 70% threshold in the panels were represented in the final proposals issued by the Working Groups; none was wholly rejected.

Relation of the final proposals to the recommendations of the Panels

The Conference final report clarifies the origin of the content of the proposals by providing a **diverse set of references for each proposal, which include the European citizens' panel recommendations as well as other sources**. The following type of references can be identified:

- European citizens' panel recommendations (ECP)
- Working Group deliberation
- Plenary discussion
- Multilingual digital platform (MDP)
- National citizen panels (NCP)

- Input from specific Stakeholders.

While modified, the basis of all the final proposals were the recommendations coming out of the panels. The methodology followed in proposal drafting, however, varied in some Working Groups. Some included discussions and drafting outside of the planned sessions. Thus, this report is limited in forming conclusions on which particular voices were heard in the drafting of proposals for their inclusion in the final report. However, as discussed in more detail below, the extensive referencing from the final proposals to the recommendations from the ECP's clearly show that the citizens' voice was heard in the process.

The most frequent references are recommendations from the European Citizens' Panels. Recommendations from the multilingual digital platform and Member State recommendations are referenced to a similar extent. However, whereas Member State recommendations reference specific proposals – similar to references to the ECP recommendations – the references to the multilingual digital platform are based on aggregated output, just like working group deliberations and discussions. This reduces the clarity of the pathway between who the input stems from and to what extent it has been included in the final proposal. Table 12 below illustrates the references incorporated in the final report of the Conference to the measures. References have been extracted from in-text citations and footnotes of the final document (source: CoFoE final report).

Table 12: Comparison of Panel Recommendations to amended Final Proposals

Recommendation	Measure	References to measure (source: Final report)	ECP counts on measures	NCP counts on measures
ECP1.13 We recommend having the same fiscal rules in Europe and **harmonising fiscal policy across all the EU**. Tax harmonisation should allow leeway for individual Member States to set their own tax rules but still **prevent tax evasion**. It will end harmful fiscal practices and tax competition. Taxes should concern commercial transactions in the location where they occur. When a company sells in a country they should pay taxes in this particular country. These new rules would aim to prevent delocalisation and ensure that the transactions and production take place between European countries. ECP1.31 We recommend tax harmonisation in the Member States within the EU (**to avoid tax havens within EU, and to target offshoring within Europe**), and a tax incentive to discourage offshoring of jobs outside of Europe.	16.1 **Harmonizing and coordinating tax policies within the Member States of the EU** in order to **prevent tax evasion** and avoidance, **avoiding tax havens within the EU and targeting offshoring within Europe**, including by ensuring that decisions on tax matters can be taken by qualified majority in the Council of the EU. On the other hand, there are recommendations from citizens' panels that state that taxation is a matter for individual countries, which have their own objectives and circumstances	ECP1 recc 13 & 31, IT 4.b.3, NL2.3	2	2
ECP 4.1 We recommend that **strategic products from European fabrication** (**such as agricultural products, semiconductors, medical products, innovative digital and environmental technologies**) should be **better promoted and financially supported** to keep them available and affordable to European consumers and **reduce dependencies** from outside Europe to the largest possible extent. This support could include **structural and regional policies**, **support to keep industries and supply chains within the EU, tax breaks, subsidies, an active SME policy as well as education programs to keep related qualifications and jobs in Europe**. However, active industrial policy should be selective and focused on innovative products or those that are relevant to secure basic needs and services.	17.5 support to keep such products available and affordable to European consumers and **reduce dependencies** from outside, for example through **the use of structural and regional policies, tax breaks, subsidies,** infrastructure and research investments, **boosting the competitiveness of SMEs as well as education programmes to keep related qualifications and jobs in Europe** that are relevant to secure basic needs	ECP4 Recc 1, Recc 2 From NCP Germany Panel 1 "EU in the World", and NCP Italy Cluster 2, Rec1, further developed in WG Amendments by **EESC, CoR, DE & NL Parliament, Social Partners**	1	2
ECP2.36 We recommend that politicians are more responsible in representing the citizens that they are elected to represent. Young people in particular are specially alienated from politics and are not taken seriously whenever they are included. But alienation is a universal issue and people of all ages should be engaged more than what they currently are	38.4 European citizens should have a greater say on who is elected as President of the Commission. This could be achieved either by the direct election of the Commission President or a lead candidate system	ECP, recc 36, FR National Panel ("electing the President of the European Commission by universal suffrage"), MDP (Final Kantar Report: Group of contributions discusses the direct election of the	1	1

		Commission President by citizens) *Evaluator's note:* Amendments: NL Parliament, MEPs, DK NCP, Council. This led to the redrafting of the proposal, but the final text does not incorporate any of the proposed amendments (source: non-paper)		
ECP2.5 In the actual context of many fake news, we recommend to promote more independent, objective and balanced media coverage by: 1. Developing at EU level a minimum standards directive for media independence. 2. Promoting at EU level the development of media competences for every citizen ECP2.28 We recommend that the EU creates and implements programmes for schools about what is being done in the EU in terms of the existing mechanisms of participation. These programmes should be included in the school curricula about European citizenship and ethics with content adequate to the age. There should also be programmes for adults. There should be lifelong learning programmes available to citizens to further their knowledge about the possibilities of EU citizen participation.	27.4 Promoting citizens' media literacy and awareness about disinformation and unintentional dissemination of fake news, including through mandatory school trainings. Member States should also be encouraged to provide adequate human and financial resources to this end.	ECP2 recommendation 5 and 28 . Belgian NCP recommendation 2 .3 .2, 2 .3 .3	2	2
ECP2.11. "We recommend that the EU organises <mark>annual conferences on the rule of law following the publication of the annual Rule of Law Report</mark> (the Commission's mechanism for monitoring compliance with the rule of law by the Member States). Member States should be obligated to send <mark>socially diverse national delegations</mark> to the conference that <mark>include both citizens and civil servants</mark>.	25.3 The EU Charter of Fundamental Rights should be made universally applicable and enforceable. In addition, <mark>annual conferences on the rule of law</mark> (following the Commission' Rule of law Report) with delegations from all Member States involving <mark>randomly selected and diverse citizens, civil servants,</mark> parliamentarians, local authorities, social partners and civil society should be organised. Organisations, including civil society, which promote the rule of law on the ground should also be further supported.	ECP2 recc 11. WG debate. Plenary debate .	1	0

Source: Citizens Panels proposal pathway from recommendations, analysis by Democratic Society

From the final report, references were placed on the proposal objective as well as on the proposal measures that followed. Table 12 above zooms in on the references that have been placed on the measures. As can be seen from the sample, most measures refer to both European citizen panel recommendations as well as National Panel recommendations. The number of ECP recommendations cited for every measure mostly varies between 1-2, though sometimes they also add up to 4-6 per measure. From the national citizen panels they were less, but sometimes those would also be cited in terms of aggregate output. This suggests that one measure mostly drew from 2 recommendations at most, in rarer case even up to 6, and was further synthesised with 1-2 NCP recommendations. Sometimes, one measure only included recommendations from the NCPs without drawing from the ECPs and vice versa. In other instances, only working group discussions were cited. One can imply therefore that the extent to which the recommendations were merged to form proposals varied from measure to measure. **All of the recommendations were cited at least once, sometimes multiple times across different measures**, therefore one cannot discern a clear rejection of some, nor the arguments that justify these changes. Nonetheless, they were all incorporated.

As an example, Measure 38.4 from the final report stems not only from recommendations by European and National Citizens' Panels, but the proposal was also finetuned by deliberations in the Working Group through amendments submitted by several stakeholders. This displays the several aspects of the drafting process; there is a clear path that the recommendations take to become proposals with references to specific recommendations and panels. However, the amendments and discussions from the Working Group are not as clearly referenced but also heavily contributed to the finalisation of the proposals.

The rules of procedure were established by the Co-Chairs. Although every group had to follow the same approach to incorporate amendments, differences were brought in by the Chairs. Through the use of a grid-like structure, the spokesperson together with the chair and assisted by the joint secretariat clustered parts of the ECP recommendations together with the recommendations of the national panels, the digital platform and discussions from the Working Groups[53]. As an example, the Working Group on European Democracy provided a clear overview of proposed amendments in the form of a list that can be consulted in Appendix C, showing in a very concise manner the input different stakeholders had in drafting the proposals. Two examples offering insight in this are Comments °9 and °29, where amendments were proposed by MEP's and representatives of the Council, EESC, CoR, civil society & social partners and national parliaments. The role of the chair of the Working Group and the rule of procedure laid by them influenced how the deliberation flowed.

While modified, the basis of all the final proposals were the recommendations coming out of the panels. Citizens used all available means to ensure they remain at the heart of the proposal. From using all the allocated speaking time available to them, making use of the "blue card" in the plenary sessions, to vetoing content that they disagreed with (in the European Democracy Working Group), ECP ambassadors remained at the core of the proposals. Following that logic, the proposals structured around what citizens wanted from the process. At times, as was noted by the evaluator following the European Democracy Working group, the ECP spokesperson had a strong role in the proceedings. This Working Group had a large quantity of amendments that were debated, and hence, held longer, and special sessions to ensure proper deliberation. The spokesperson would sometimes veto certain changes on behalf of the ECP ambassadors due to either disagreement or the group not having enough information on the topic. However, European Parliament representatives looked well prepared for what they wanted out of the process as well. Using their knowledge on the rules of procedure of plenary

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[53] See the non-paper on the proposed process for proposal formation.

and Parliamentary committee sessions, the Parliamentarians had a heavy say in which recommendations feature prominently in the final proposals, and which ones were amended further.

As an example, the panel recommendations involving abolishing the unanimity rule in the European Council and those revolving around giving more power to the European Parliament, such as right to initiative, remained largely the same. In the weeks following the conclusion of the Conference, the European Parliament followed up on these proposals by passing a resolution calling for a Convention to revise the treaties to review some of these points, and justified their arguments by referring to the proposals resulting from the Conference.

All recommendations that passed the 70% threshold in the panels were represented in the final proposals; none was wholly rejected. As discussed above, some recommendations that were a matter of contention were amended to lose a part or a large component of what the original recommendation conveyed. Salient themes of discussion stemming from the evaluation focus groups to answer this question touched upon the "**outcome of plenary and Working Group**" and "**Ambassador's confidence**," namely noting how ambassadors were quite outspoken in making sure that their recommendations remained present in the final report and maintained their visibility in the plenary outcome.

As an example, the evaluator following the European Democracy Working Group noted that a recommendation discussing lowering the voting age to 16 across all Member States that resulted a rather contentious debate. After much deliberation and disagreement, the lowering of voting age to 16 did not make it to the proposals. While most points not making it to the final document were largely not brought up again, the debate on lowering the voting age to 16 made repeated comebacks both in the Working Groups and outside of it. In the final plenary session, a heated debate erupted in the Citizens Component between ECP ambassadors from the Democracy Working Group, other ECP ambassadors, and the NCP representatives, on this topic.

In a different setting, namely the working group on Climate, the citizens had a clearer oversight of the recommendation drafting process, proposing changes during the working group session itself, rather than relying on previously amended proposals from other members of the plenary on separate instances.

4.4.4   Q22 *What immediate results (other than the recommendations) stem from the Citizens' Panels?*

The Citizen Panels allowed the participants to gain knowledge on various societal and EU related topics. In a very large majority, panel members reported increased knowledge on the specific topics on which they were working. Additionally, citizens reported increased knowledge on other topics on which they were not directly working – especially European democracy. For all topics, the share of respondents who state that their knowledge has decreased is very low (<3%).

Impact of Citizen Panel participation on knowledge of Panel topics

The Citizen Panels allowed the participants to gain knowledge on various societal topics. Each panel discussed a specific topic[54] and, in all cases, participants reported that knowledge of the relevant topics increased more in the respective Panel than overall (see Figure 24 below). Furthermore, for some topics, most participants reported increased knowledge even if they were not in the relevant Panel: European democracy (64%), Values and rights, rule of law, security (57%), Climate change and environment (53%), and A stronger economy, social justice, and jobs (53%).

On the other hand, significant numbers of participants (15-34%) said their knowledge of the various topics had not changed, and even more so when the topics were outside their own Panel discussions (majorities for migration and education/culture/sport). However, for all topics, the share of respondents who state that their knowledge has decreased is very low – the highest being 3% in Panels 2 and 4. Similarly, the share of respondents who did not know or who preferred not to say is low, about 7%.

Figure 24: Changes in knowledge of the Panel topics reported by participants after the event

Source: Post-event survey of participants, analysis by Technopolis Group

From the interviews with participating citizens, some highlighted an increased awareness of the topics addressed as well as the feeling of being an "EU citizen of the world". A sense of common belonging was created through participating to such a diverse and multinational event. In addition, several citizens appreciated the fact of gaining a better understanding of the challenges and difficulties faced by other citizens in other EU countries. It was beneficial for them to witness that despite cultural differences, some challenges remained the same. Other

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[54] Panel 1 - Stronger economy, social justice, jobs / education, youth, culture, sport/ digital transformation ; Panel 2 - European Democracy/values, rights, rule of law, security ; Panel 3 - Climate change, environment/ health ; Panel 4 - EU in the world / migration

results mentioned were understanding the importance of democratic participative processes like the Citizens' Panels, the gained awareness of the role and responsibility of each citizen in contributing to EU decision making and the respect of diverging opinions. Interviews also noted that the discussion and deliberation parts of the process offered the opportunity to debate and learn from each other to reach consensus.

Almost half of the participants interviewed said they stayed in touch with other citizens that took part in the Citizens Panels during the Plenary process. Several WhatsApp groups were created, gathering citizens who speak a common language or organised by Panel or Working Group. Citizens stayed in touch also with other participants who shared similar interests on specific topics (one mentioned that he kept in touch within other participants to discuss topics related to ecology). Those who did not stay in touch with other participants mentioned either the fact of not having enough time or that participants did not systematically share contact details with each other.

4.4.5 *Q16 To what extent did the Panel members have a more positive opinion about the EU as a result of their participation in the Panels?*

Impact of the experience of the Citizen Panels on participants' perception of the EU

For a large majority of respondents, **their participation in the Citizen Panel has made their image of EU and its direction more positive.** In addition, the level of understanding of how the EU works and the perception that decisions should be taken at the EU level have increased. **Citizen Panel also had a positive impact on the level of trust in EU institutions.**

Overall, most participants expressed their satisfaction with the event, wishing to take part again in such deliberative process at the EU level or national/local. Some also said they would like the European Citizens Panels' deliberative process to become a permanent practice.

A large majority of respondents reported that their participation in the Citizen Panel has made their image of EU and its direction more positive. In the post-event survey, 75% state that the image the EU conjures up to them is more positive than before the event, and 73% have a more positive perception of the direction the EU is taking than before. In both cases, the opinion of around a fifth of the population (19%) remained unchanged, while 2% to 4% have a less positive EU image/perception of the direction EU is taking.

In addition, the level of understanding of how the EU works and the perception that decisions should be taken at the EU level have increased for respectively 72% and 71% of participants. Only 1% and 2% of participants state that it decreased.

From interviews, most participants mentioned an **increased understanding of how the EU functions**. Citizens said that thanks to the conference, they gained more knowledge of the decision making of EU institutions and their role. One said he felt previously that the EU "would impose decisions" on his country but that his **perception changed** since the Citizens' Panels.

The results for the perception that their voice counts in the EU are also positive, although slightly lower, in particular due to a higher share of respondents who "do not know" - 8%. The share of participants whose perception that their voice counts increased in 67% while those for who it decreased is 3%.

Figure 25: Changes in perception of the EU reported by participants after the event
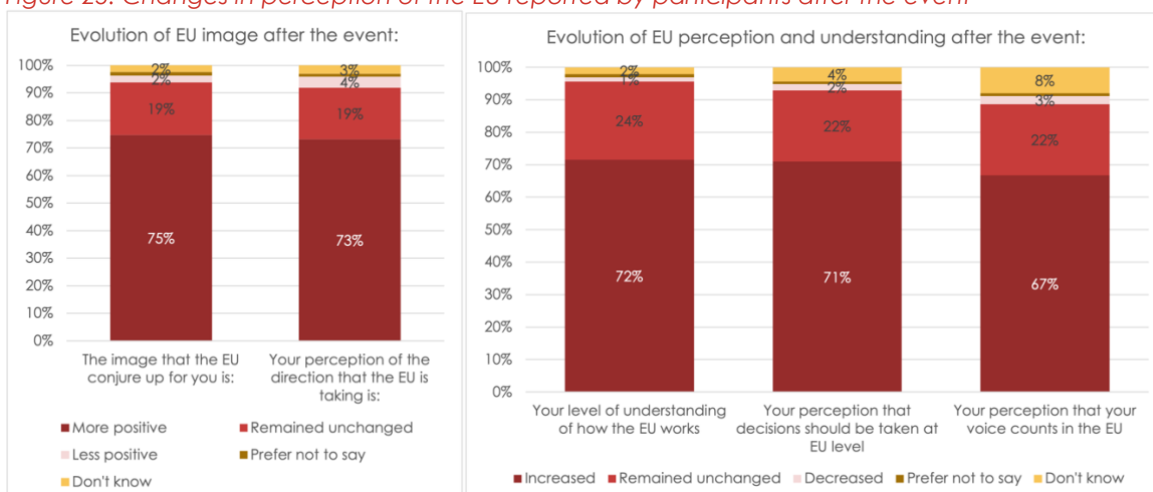
Source: Post-event survey of participants, analysis by Technopolis Group

The **Citizen Panel also had a positive impact on the level of trust in EU institutions**, with about half of the participants saying that their level of trust after the event increased in the European Parliament (55%), the European Commission (48%) and the European Council (42%). Only 3% of respondents say that their level of trust in the EU institutions decreased.

In contrast, for most participants (62-71%) the Citizen Panel did not impact their trust in the European Central Bank, nor did it change their trust in non-EU institutions (e.g. the media, the United Nations, the government and parliament of their country). However, significant numbers (9-11%) said that their trust in the media, government and parliament of their own country had decreased after participation in the Citizen Panels. These results suggest that there was an overall positive impact from participation in citizens' perception of EU institutions in particular.

Figure 26: Changes in trust in a range of institutions reported by participants after the event
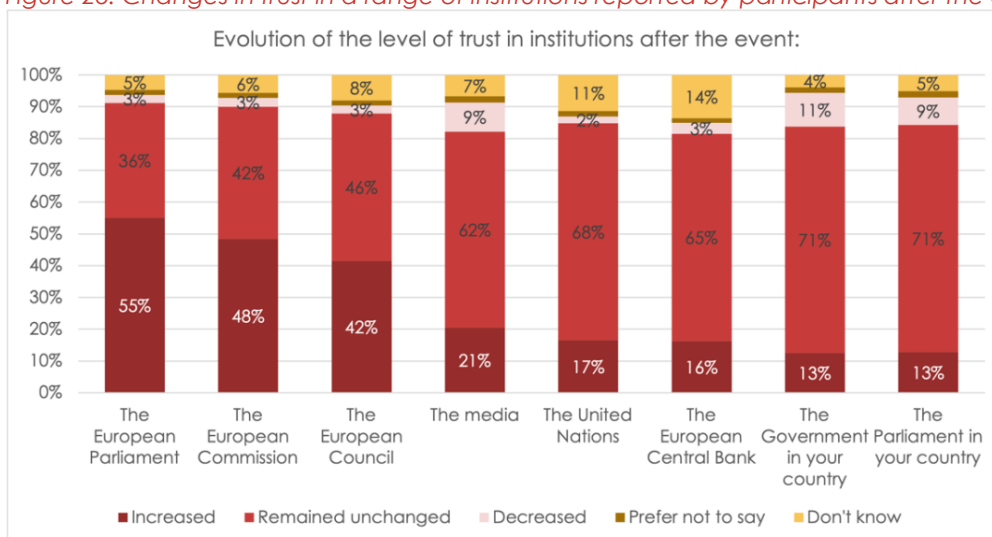
Source: Post-event survey of participants, analysis by Technopolis Group

While some citizens mentioned in interviews that they already had a **positive perception**, several participants mentioned that understanding better what the EU does and how

contributed to having a more positive image of the EU. Others stated **gaining an interest in the EU**, and some mentioned having more **trust in politics** and politicians.

While it appears to be a minority view, from the surveys and interviews, there are citizens who have ended up with a negative opinion of the event, in particular that the result of participation was "frustration and disappointment".

Overall, most participants expressed their satisfaction with the event, wishing to take part again in such deliberative process at the EU level or national/local. In spontaneous answers to the post-event survey (open-ended questions) some participants said they would like the European Citizens Panels' deliberative process to become a permanent practice, and some would like to continue being involved in an extended version of the deliberative process, sharing their own daily life experiences, concerns, and expectations as European citizens.

5 Conclusions and recommendations

This study is to draw conclusions and provide recommendations about how to enhance the added value of deliberative practices in the future EU policy making process. This chapter draws conclusions and formulates recommendations.

This process was a first-of-its-kind transnational and interinstitutional deliberative exercise. The Citizen Panels were largely successful in recruiting, from citizens contacted at random, a stratified sample of panel participants to make recommendations for the Conference on the Future of Europe. The recruitment was successful in selecting four Panels of almost 200 randomly contacted citizens, stratified to ensure representative diversity according to the set target criteria: country, age, gender, education, employment status and urban/rural.

This ambitious first exercise fulfilled its objectives against a background of severe challenges, such as Covid restrictions in place during much of the process. Despite the disruption caused by the pandemic, the process delivered citizen recommendations across a wide range of European policy to the Conference Plenary in a timely manner, following three weekends of deliberation per Panel.

The recommendations in this report have been created based on the experience of the evaluation of this specific process, but also in the light of international best practice examples and guidance. The recommendations take note that the President of the European Commission has said that there will be future citizen panels on important strategic issues, and the recommendations are intended to be useful for such events.

There are several successes to take away from the Conference, and some lessons to be learnt.

Preparation and scoping

This process emerged from negotiation between the different European institutions, which meant that the commissioning agreement set out some details early on about the topics to be considered and the timing of the deliberations. It is important that citizen participation processes are well framed.

The overall scope for this process, related to "the future of Europe", was appropriate for the objective of this exercise, since it needed to feed into the CoFoE, but it was a challenge to move from broad thematic areas to specific topics for discussion to recommendations in the time allowed for deliberation.

It was a reasonable decision for the designers to break the topic down into smaller sub-groups, and to allocate participants to them. However, this meant that much of the time, participants were in groups that they had not chosen, and discussing topics that had been devised by others.

> **Recommendation 1:** For future processes, more in-depth deliberation would be enabled by choosing a narrower scope for the panel. Other successful exercises in deliberative democracy have given citizen assemblies a specific mandate to propose solutions or options for specific problems. This could be an approach to consider for future processes. A more manageable topic would also allow some collective learning and deliberation before sub-topics and working groups are identified.
>
> More time could be allowed for participants to choose how themes and working groups are broken down, and how topics are prioritised. Reducing the scope of the topic would also make the discussion more manageable and oriented at addressing all of the topic's priorities, further allowing some collective learning and deliberation before sub-topics and working groups are identified.

With more time available, it would be desirable to include some co-design and feedback loops in the overall process design. The design team were responsive when citizens expressed concerns about elements of the process, and in particular supported citizens to ask for change in the plenary process. This was good, but early involvement of participants in the design work could ensure that the process works better from the start. In addition, more time could be allocated not just to prepare ambassadors for interacting with political institutions in the plenaries, but also to train politicians in the plenaries and working groups to interact with the ambassadors. Political actors did not expect citizens to be at the centre of the plenary exercise while citizens expected their contributions to be central to the deliberation exercise. Preparing both sides to understand the other would ensure a more level ground for discussion as well as expectation management on both sides.

Recruitment

The recruitment process was undertaken in a professional way to fulfil the recruitment criteria. For future processes, similar randomised selection should be undertaken.

Recommendation 2: Consideration could be given to sending letters via post, as has been used in other processes, which prevents skewing towards those who do not have mobile or landline contracts. Printed materials can also give more credibility to the request to participate, which could lead to higher acceptance rates. A strong communication campaign around the deliberative exercise can also raise awareness so that people contacted at random have a higher probability of being aware of the exercise, which could help boost acceptance to participate.

Future processes should consider different approaches to diversity and inclusion. Participation in the panels required a significant time commitment and could appear unwelcoming or difficult for those with caring responsibilities, or those less willing to travel. The provision of high-quality logistics support, which participants appreciated, supported inclusion during the process, and future processes should ensure that (for physical processes) similar support is available and clearly communicated during the first interaction with potential participants.

There are multiple approaches to securing representativeness among the participants selected for an exercise. Different stratification criteria can be selected, and (where numerical representativeness is impossible due to small numbers) participants can be selected to see that as many demographic groups as possible can "see themselves in the room".

Given the European nature of this exercise, it was reasonable that nationality and gender were prioritised, along with age, but the result was a skew of probability of selection between those from smaller Member States and those from larger ones, and a relative lack of focus on other potential stratifications, such as by attitudinal questions on European integration, or other demographic characteristics.

For future exercises, consideration should be given to alternative approaches to secure good representation, perhaps looking at broad region of residency rather than nationality. In addition, greater focus should be given to selecting participants by criteria related to attitudes towards relevant themes for the exercise. This implies a selection process that encompasses selection by both demographic characteristics and attitudinal questions.

Process timings

One of the fundamental challenges of the process as a whole was the tension between the time available and the breadth of topics to be considered. This was out of the control of the

designers and facilitators, and they worked hard to maximise the deliberative quality and opportunity for participants to speak, within these constraints.

The issue of time is not only one of the length of time available for deliberation. It also imposes a very fast rhythm on the process, meaning little time for reflection and revision of session design based on experience, and no real opportunity for participants to take control of, for example, selecting a second round of expert witnesses, as happened in the Irish citizen assembly that considered the constitutional position on abortion[55].

Finally, the shortage of time relative to the breadth of discussion meant that the path from initial idea to recommendation was quite short, without much opportunity to introduce further learning, turn back, consider new evidence, and reflect. Often this process is described as a "double diamond" where an initial consideration of evidence leads to a first set of conclusions that are narrowed down and tested against reality, before being broadened out again to move towards final conclusions. Even in the smaller group sessions, this reflection was not always possible, though the implementation of fact-checking later in the process helped to some extent. While the purpose of the process was to give complete carte blanche to the citizens in terms of the recommendations they could make, this resulted in a discrepancy between what citizens expected EU competences could address, and what they actually address.

> **Recommendation 3:** For future processes, more time should be allocated to deliberation and forming recommendations, relative to the number and breadth of topics being considered. A more focussed deliberation with reduced scope could be implemented in the same time, or additional time should be dedicated for a broader deliberation (taking into account that this means extra attention in the recruitment stage to ensure broad participation, as in the second recommendation above).
>
> Meetings should be spaced more widely to ensure that there is recovery time for staff and participants, and that the process learning can be taken on and plans changed in good time for future sessions. There should be time allowed after early meetings for a second round of experts to be invited, based on the requests of participants. This recommendation is based on metrics such as time used to weigh the evidence and the quality of information provided to citizens. While the time used to weigh the evidence was considered to be plenty, giving more time for learning about the various topics and the implications of citizens' suggestions on European and national competences could enable a more thorough deliberation on recommendations.

Organisation of panels

The panels were organised at a fast rhythm, although the process adapted with flexibility and lessons learnt along the way, there was relatively little time to revise the processes in the light of experience and significant disruption by the Covid-19 pandemic. The work of the designers and facilitators under such circumstances should be saluted.

In particular, **the facilitation team worked hard to adapt running orders and processes throughout the panel process**. **Facilitation skills observed in the sessions were uniformly of high quality,** and facilitators dealt with participants (and handled difficulties in communication) with good humour. The strong facilitation team was confirmed in the views of participants. The strength of the facilitation team was often shown on occasions when the shortage of time or constraints of process required rapid improvisation.

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55 https://oecd-opsi.org/innovations/the-irish-citizens-assembly/

Recommendation 4: The most significant recommendation on the organisation of panels is once again to allow enough time. Three weekends per subgroup did not allow the deep deliberation that the topics deserved, or allow participants to settle into the process, develop an *esprit de corps* and start to take control of process. As above, more focussed deliberation with reduced scope could be implemented in the same time, or additional time should be dedicated for a broader deliberation (taking into account that this means extra attention in the recruitment stage to ensure broad participation).

The setting of the first events, being held in the European Parliament and addressed by European figures, was a reasonable decision, given the topic and sponsors, and to reduce costs, but for future processes consideration should be given to hosting in a neutral venue rather than one that could have priming effects for European recommendations.

The absence of initial information on the operation and policies of the European Union allowed citizens to choose their topics and begin their deliberations "from a blank sheet", but this put a significant extra weight on the experts, who were often the only significant source of evidence for participants. The roster of experts was heavily weighted towards those who were academic or practice experts on European policy areas, and the voices of those affected by European policies (businesses, international workers, farmers, etc), were merely referenced, not heard.

The experts often appeared to find it hard to tailor their messaging to a generalist audience, in a very short time allowed for presentations. The more responsive sessions where experts visited discussion groups worked better but were dependent on the presence of the expert (which could not always be assured) and their ability to handle questions live and answer in ways that participants could understand.

The fact checking service worked well throughout but deliberations could benefit from better information provision and greater awareness earlier on.

Recommendation 5: For future processes, experts should be selected with a good mix of academic, professional, and personal experience (as was the case). Participants should then be able to identify other voices that they want to hear in further rounds of evidence.

While it was introduced and mentioned, the multilingual digital platform was not well integrated into the citizen deliberation. Most of the deliberations that stemmed from the European Citizens Panels did not incorporate suggestions taken from the digital platform, although it was referenced in the final proposals.

The platform was constantly updated with recommendation documents and reports as the Conference progressed while ideas were continuously added throughout the process. In contrast, there was very little activity observed in the private Panel spaces of the Platform between Sessions. Across all 3 Sessions, the evaluation team noted that nearly all of the deliberations taking place in subgroups stemmed from citizens' ideas rather than the online platform. Facilitators rarely brought up the Multilingual Digital Platform during the discussions.

Recommendation 6: Future processes should be designed either to include digital deliberation as a core part of the exercise, or to use the platform merely for reporting the offline events as they go on (with the possibility of feedback after the final event). The experience of the Conference suggests that a hybrid process needs to be at the heart of the design of the offline events if it is to work – and if it is not at the heart of the event, then it is unlikely to have impact. For future processes, digital tools should be used to identify themes and key topics before the first session, to give some starting ideas and indications for discussion.

Multilingualism

Multilingualism was a significant support to inclusion, and the work of the interpreters was excellent. The technology used to bring interpretation into the rooms was good. One consequence of the use of interpretation, though, was a slowing down of discussion. This meant that points made during discussions were more declarative, and participants responded less directly or quickly to each other. Evaluators noticed this at times when several participants in a group used the same language in a series of comments – they often did not pause for translation until reminded.

> **Recommendation 7:** The multilingual and international elements of these processes are important, but future processes may want to consider some early monolingual sessions that can help participants feel at ease in discussion and allow for more conversational interactions. This could take the form of monolingual working groups or breaking into monolingual tables within the working group – before re-integrating into multilingual working groups for deliberation. These sessions could be particularly useful for learning sessions, and perhaps for working up detail on key emerging recommendations.

The inclusion of participants at the event was supported by interpretation and by good logistical support. The strong facilitation team was a major advantage here, with individual facilitators in observed sessions supporting wider inclusion of voices. Facilitators also had to focus on the notes they were taking (which were projected for participants to read), however, and were less able to pay attention to those who were uncomfortable contributing in this way to have their voices heard.

> **Recommendation 8:** Future processes should consider how they can make space for non-verbal participation and build the confidence of participants before the process. The design could include more non-verbal ways of interacting. Having note-takers sitting with the facilitators worked well and should be repeated.

Communication with participants

Participants were pleased with the logistical and other support provided.

> **Recommendation 9:** As noted above, future exercises should provide more information by way of background, using varied methods including video and audio as well as text.

The process itself involved a large amount of text, in recommendation drafts and other contributions, that needed to be processed and considered between sessions. This processing, including the grouping and clustering of similar ideas, and cross-referencing, often took place late at night, without the involvement of participants. This was a reasonable response to the shortage of time and the need to manage a very broad set of topics. However, while the clustering process was explained in the Session, it was less transparent than it could have been, and there were occasions where evaluators saw ideas that had been expressed in one context misunderstood at the time of clustering. The multilingual nature of content made this more difficult still, as automated translations were often the only reference point available.

> **Recommendation 10:** In future exercises, human translation and the group facilitators should be used to clarify the meaning of contributions. When possible, the process of grouping, clustering, and editing should be conducted in public. Where this is not possible the way in which clustering takes place, and its detailed results, should be made available to participants.

Sharing materials with participants

The issue of not being able to equip participants with the content they were working on was raised by some participants and facilitators. Participants received a range of information

before the meetings, mostly practical or preparatory material relating to the process. However, this preparatory material did not cover the European Union, its current powers, institutions, role and responsibilities, and the principal policies currently in force or under development.

> **Recommendation 11:** Sharing materials so that participants can reflect on the content between sessions is a consideration to be made.

> Depending on the scale of the topics to be considered, and the time limitation, a better introduction to the institutional mandates could prevent the discussions from being repetitive in some policy areas, and sometimes not leading to constructive recommendations (as well as reducing the burden on expert witnesses). A more balanced and digestible package of information split into EU competencies, knowledge, suggested direction for deliberation, and a wider diversity of views, combined with more time to learn the information provided, may help the intake of complex knowledge. It may also equip certain citizens to express themselves more freely, as well as more clearly laying the ground for the direction of deliberations

Use of the recommendations

The recommendations from the Citizen Panels were taken into the Conference plenary. **All the recommendations from the citizens were used in some form in the final proposals.** The finalisation procedures that led to those decisions, while defined for all, were not always strictly followed in each working group (where the bulk of the drafting was done). This made it more difficult for the ambassadors to prepare.

> **Recommendation 12:** In future exercises, the pathway and process from recommendations to proposals should be written down more in advance and be the same for each working group, rather than depending on the chair.

The balancing of the different institutional pillars and the citizens was clearly explained, but citizens seemed not always to be clear that they were only one element of the plenary. On occasion, this led to frustration, which could be avoided if the process is more clearly understood at the start. It is also important to tailor messaging to citizen participants (and more generally) to ensure it reflects the reality of decision-making power, which in this case lay with the plenary, with each pillar having a right to object.

> **Recommendation 13:** Citizens were accompanied and coached in the plenary, but for future processes that use Parliamentary premises and procedure, support and coaching should be further developed, both for citizen participants and institutional participants. With further coaching and better mutual understanding of roles and processes that are different from parliamentary sessions, discrepancies in expectations could be avoided in future processes.

While there was a conscious effort over the plenary process to move away from parliamentary proceedings, the Plenary elements of the Conference were complex and difficult to parse for citizens. In part, this was because of their political nature, and the fact that institutional actors often had strong preferences and were able to argue their cases expertly and eloquently.

> **Recommendation 14:** For future exercises, such plenary processes could designed as much as possible with different codes than the parliamentary ones. Citizens should either be more deeply embedded in a plenary process (which would need additional training and support, and design changes), or the plenary should focus on the public consideration of citizen recommendations by institutional and civil society actors. The Conference plenary tried for a mid-way position, and this was the cause of some frustrations expressed by citizens.

At times the Plenary Conference discussions turned extremely technical. For example, the feasibility of recommendations within the framework of the treaties, or what is possible within the EU's mandate were often discussed. Such technical discussions alienated the ambassadors, causing their involvement to waver at times. Despite this, they were grateful to be hearing from the other institutions how their recommendations could be taken on and how they could be implemented.

Recommendation 15: For future processes the study recommends increasing the transparency of the drafting process to avoid confusion on whether citizens, who are supposed to be at the heart of the process, are granted their rightful place in the drafting process. The complexity behind such an elaborate inter-component engagement involving representative with different levels of procedural expertise needs to be carefully reflected in design.

This report does not consider the ultimate impact of the proposals, which is not yet known.

Recommendation 16: For future exercises, it will be important that the decision-making around the final proposals is transparent, and that the loop is closed with at least a detailed joint communication, and preferably a review event, with all citizens.

This event is already planned in the follow-up of the Conference, involving all the 800 citizens, but the expertise of participants should also be used in the design of future models for similar events. Moreover, especially because this Conference concerned highly complex mechanisms for decision-making and the involvement of multiple institutions, citizens should be kept up to date about the political uptake of the results after the termination of the process. A clear and timely follow-up of how proposals will be taken up by policy-makers is crucial to give legitimacy and credibility to deliberation processes.

Appendix A   List of relevant sources of information

5.1.1.1.1.1   Studies and reports on socio-demographic and political trends

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Missions Publiques (2022), Conference on the Future of Europe, Report on the Final outcome

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Panel 1:

Consortium composed of Teamwork, Missions Publiques, Ifok, Deliberativa, Fonden Teknologiradet (2021), Event Schedule: Panel 1, Session 1 - Links for facilitators

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Missions Publiques (2021), COFE Citizens Panels_Session 2 - Invitation of experts

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 1: "Stronger economy, social justice, jobs / Education, culture, youth, sport / Digital transformation", Session outputs

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 1: "Stronger economy, social justice, jobs / Education, culture, youth, sport / Digital transformation", Session outputs – Report template

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Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 1: "Stronger economy, social justice, jobs / Education, culture, youth, sport / Digital transformation", Event Schedule (Working document)

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Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 1: "Stronger economy, social justice, jobs / Education, culture, youth, sport / Digital transformation", Streams in 24 languages

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 1: "Stronger economy, social justice, jobs / Education, culture, youth, sport / Digital transformation", Proposed work streams

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Missions Publiques (2021), Event Schedule: Panel 1, Session 1 - Links for facilitators

Missions Publiques (2021), Experts: Observers in Subgroups Panel 1 Session 2

Missions Publiques (2021), Facilitator Briefing_Session 2

Missions Publiques (2021), Feedback 1 and 2 Panel 1 Session 2

Missions Publiques (2021), Issues Orientation Panel 1 Session 2

Missions Publiques (2021), Knowledge and information in Session 3

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Missions Publiques (2021), Master Spreadsheet, Panel 1 – Session 1: Economy

Missions Publiques (2021), Mindmaps Platform Report

Missions Publiques (2021), Notes on Spreadsheet, Panel 1 – Session 1: Economy

Missions Publiques (2021), Panel 1 Session 2 Experts

Missions Publiques (2021), Panels Guide

Missions Publiques (2021), Power Point Display Presentation Panel 1, Session 1

Missions Publiques (2021), Streams Panel 1, Session 3

Missions Publiques (2021), Streams Spreadsheet, Panel 1 – Session 1: Economy, version 1

Missions Publiques (2021), Streams Spreadsheet, Panel 1 – Session 1: Economy, version 2

Missions Publiques (2021), Topics Panel 1 Session 2

Missions Publiques (2021), Topics Spreadsheet, Panel 1 – Session 1: Economy, version 1 and 2

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Panel 2:

Consortium composed of Teamwork, Missions Publiques, Ifok, Deliberativa, Fonden Teknologiradet (2021),

Consortium composed of Teamwork, Missions Publiques, Ifok, Deliberativa, Fonden Teknologiradet (2021), Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1: "European democracy / Values and rights, rule of law, security", Event Schedule

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Kantar (2021), Panel 2: Participants' Socio-demographic data

Missions Publiques (2021), All recommendations Panel 2, Session 3

Missions Publiques (2021), Challenges Spreadsheet, Panel 2 – Session 1: Democracy

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Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1: "European democracy / Values and rights, rule of law, security", Briefing for experts

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Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Topic selection Process

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Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Streams spreadsheet

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Notes on topic selection process

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Streams amendments

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Topic Selection Process diagrams, version 1-4

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Vision trees, Rooms 1-15

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Streams translation in 24 languages

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Subgroup distribution for Observers and Experts

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 2, Session 1, Power Point Presentation Slide

Missions Publiques (2021), Conference on the Future of Europe – Facilitation support and rooms

Missions Publiques (2021), Experts: Observers in Subgroups Panel 2 Session 2

Missions Publiques (2021), Experts Short Bios Panel 2 - Session 2

Missions Publiques (2021), Facilitation's support and rooms, Spreadsheet, Panel 2 – Session 1: Democracy

Missions Publiques (2021), Feedback 1 and 2 Panel 2 Session 2

Missions Publiques (2021), Issues Orientation Panel 2 Session 2

Missions Publiques (2021), Knowledge and information in Session 3

Missions Publiques (2021), Mindmaps Platform Report

Missions Publiques (2021), Panel 2 - Streams topics experts - consolidated list

Missions Publiques (2021), Panel 2 Session 2 Experts

Missions Publiques (2021), Streams Panel 2, Session 3

Missions Publiques (2021), Streams Spreadsheet, Panel 2 – Session 1: Democracy

Missions Publiques (2021), Streams Subtopics Cards Panel 2

Missions Publiques (2021), Topics and points Spreadsheet, Panel 2 – Session 1: Democracy

Missions Publiques (2021), Topics Panel 2 Session 2

Missions Publiques (2021), Visions Spreadsheet, Panel 2 – Session 1: Democracy

Missions Publiques (2021), Voting Process Guide, Panel 2, Session 3

Missions Publiques (2021), What the EU means, Panel 2 – Session 1: Democracy

Panel 3:

Consortium composed of Teamwork, Missions Publiques, Ifok, Deliberativa, Fonden Teknologiradet Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 3, Session 1: "Climate Change, Environment and Health", Event Schedule (Working document)

Consortium composed of Teamwork, Missions Publiques, Ifok, Deliberativa, Fonden Teknologiradet (2021), Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 3, Session 1: "Climate Change, Environment and Health", Event Schedule (Final version)

Kantar (2021), Panel 3: Participants' Socio-demographic data

Missions Publiques (2021), All recommendations Panel 3, Session 3

Missions Publiques (2021), Challenges and questions streams, Panel 3 – Session 1

Missions Publiques (2021), Challenges Spreadsheet, Panel 3 – Session 1

Missions Publiques (2021), Conference on the Future of Europe - Citizen Panel 3, Session 1: "Climate Change, Environment and Health", Plenary Presentation

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Missions Publiques (2021), Conflict resolution guide

Missions Publiques (2021), Experts Short Bios Panel 3 - Session 2

Missions Publiques (2021), Experts: Observers in Subgroups Panel 2 Session 2

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Missions Publiques (2021), Feedback 1and 2 Panel 3 Session 2

Missions Publiques (2021), Feedback Climate & Environment Spreadsheet, Panel 3 – Session 1

Missions Publiques (2021), Health Spreadsheet, Panel 3 – Session 1

Missions Publiques (2021), Information for each subgroup, Panel 3 – Session 1

Missions Publiques (2021), Information for Facilitator, Panel 3 – Session 1

Missions Publiques (2021), Interactive links, Panel 3 – Session 1

Missions Publiques (2021), Issues Orientation Panel 3 Session 2

Missions Publiques (2021), Knowledge and information in Session 3

Missions Publiques (2021), Note on stream generation, Panel 3 – Session 1

Missions Publiques (2021), Panel 3 - Streams topics experts - consolidated list

Missions Publiques (2021), Panel 3 Session 2 Experts

Missions Publiques (2021), Power Point Plenary Presentation, Panel 3 – Session 1

Missions Publiques (2021), Streams in English, Panel 3 – Session 1

Missions Publiques (2021), Streams Panel 3, Session 3

Missions Publiques (2021), Streams Spreadsheet, Panel 3 – Session 1

Missions Publiques (2021), Streams Subtopics Cards Panel 3

Missions Publiques (2021), Topic framing – Environment, Panel 3 – Session 1

Missions Publiques (2021), Topics and points Spreadsheet, Panel 3 – Session 1

Missions Publiques (2021), Topics Panel 3 Session 2

Missions Publiques (2021), Visions Spreadsheet, Panel 3 – Session 1

Missions Publiques (2021), Voting Process Guide, Panel 3, Session 3

Missions Publiques (2021), What does the EU mean to you, Panel 3 – Session 1

Panel 4:

Interactio (2021), links

Kantar (2021), Panel 4: Participants' Socio-demographic data

Missions Mupliques (2021), Agenda - Conference on the Future of Europe – European Citizens' Panels Panel 4 "EU in the world/Migration", 15-17 October 2021, Strasbourg, France

Missions Mupliques (2021), Elaboration

Missions Mupliques (2021), Event Schedule CoFoe_Panel 4_Session_for facilitators 1

Missions Mupliques (2021), Facilitators_ free note

Missions Mupliques (2021), Framing document Panel 4 EU in the world Migration_final

Missions Mupliques (2021), Language and room distribution

Missions Mupliques (2021), Language codes

Missions Mupliques (2021), Missing topics

Missions Mupliques (2021), Note on stream generation

Missions Mupliques (2021), Panel 4 map

Missions Mupliques (2021), Prioritizing methodology

Missions Mupliques (2021), Streaming process

Missions Mupliques (2021), Streams

Missions Mupliques (2021), Subtopic criteria

Missions Mupliques (2021), Topics and points

Missions Mupliques (2021), Visions

Missions Mupliques (2021), What the EU means to you (updated)

Missions Publiques (2021), All recommendations Panel 4, Session 3

Missions Publiques (2021), Conference on the Future of Europe - Panel 4 Stream Allocation

Missions Publiques (2021), Conference on the Future of Europe - Report Panel 4 Session 1

Missions Publiques (2021), Experts Short Bios Panel 4 - Session 2

Missions Publiques (2021), Experts: Observers in Subgroups Panel 4 Session 2

Missions Publiques (2021), Feedback 1and 2 Panel 4 Session 2

Missions Publiques (2021), Issues Orientation Panel 4 Session 2

Missions Publiques (2021), Knowledge and information in Session 3

Missions Publiques (2021), Panel 4 - Streams topics experts - consolidated list

Missions Publiques (2021), Panel 4 Session 2 Experts

Missions Publiques (2021), Streams Panel 4, Session 3

Missions Publiques (2021), Streams Subtopics Cards Panel 2

Missions Publiques (2021), Topics Panel 4 Session 2

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5.1.1.1.1.5   Plenary documents:

Missions Publiques (2021), Annex to the concept paper on Plenary organisation - Terms of reference: working groups

Missions Publiques (2021), Second Plenary of the Conference on the Future of Europe, Strasbourg 22-23 October 2021, Proposed meetings' structure

Kantar (2021), Multilingual Digital Platform of the Conference on the Future of Europe, Second Interim Report, September 2021

Kantar (2021), Contributions per Member State on the Multilingual Digital Platform of the Conference on the Future of Europe, September 2021

European Committee of the Regions (2021), Regional and local delegates to the Conference on the Future of Europe

Missions Publiques (2021), European Citizens' Panels - presentation by the Co-Chairs and the representatives from the European Citizens' Panels followed by discussion

Common Secretariat (2021), Report from the European Youth Event

Common Secretariat (2021), Multilingual Digital Platform - presentation by the Co-Chairs of the interim reports Agenda and state of play followed by discussion

Missions Publiques (2021), European Citizens' Panels - presentation by the Co-Chairs and the representatives from the European Citizens' Panels followed by discussion – Agenda

Missions Publiques (2021), Multilingual Digital Platform - presentation by the Co-Chairs of the interim reports Agenda and state of play followed by discussion - Agenda

5.1.1.1.1.6 Others

Committee of Regions (2019). From local to European: Putting citizens at the center of the EU agenda.

Appendix B   Analysis of post-event survey

B.1   Survey design and implementation

Questionnaires were revised based on discussions with DG COMM in November 2021. At their request, to comply with **data protection requirements**, surveys are to be conducted in an anonymous way, i.e., it must be impossible to identify the person providing answers to the different surveys. Furthermore, all **the sensitive questions** (regarding religion, sexual orientation, ethnic and linguistic minorities) were **deleted.** As it was not be possible to track the evolution of perceptions and knowledge at the level of participants, instead of asking similar questions during the pre and post survey, **participants were asked to self-evaluate** potential changes in perception and knowledge resulting from their involvement in the Panels. All surveys included a disclaimer at the beginning to clarify that they are anonymous. Moreover, the response option "prefer not to say" was added to all questions. It is worth noticing that, given the anonymous format of all questionnaires, it was not possible to know if a respondent replied to the different types of surveys or if he replied several times to the same survey.

Furthermore, since the submission of the revised inception report, **additional changes** were implemented:

- It was initially planned to **deploy separately a Session 3 panel survey and subsequently a post-event survey**. While the panel survey was supposed to be shared with participants after Session 3, the post-event event was to be released after the Conference Plenary where recommendations was to be discussed (foreseen for 22 February 2022).

  However, to maximise response rates, and given that the Conference Plenary initially planned on 17-18 December 2021 was postponed while working group sessions take place online, it was decided to create an **integrated version** combining both the Session 3 panel survey and the post-event survey. This approach will also minimise the number of surveys shared with participants (to avoid survey fatigue).

- To date, in Panels 2 and 3, a **dedicated time** slot was allocated on the agenda of Session 3 to complete the survey. Participants **receive the link to the survey via a QR code** (on their screens or printed on paper during the event for participants physically attending and via email for participants attending Session 3 remotely)[56]. Participants complete the survey during the event or later at home[57]. This integrated survey uses the **EU Survey Platform**.

- It is important to highlight that sharing the post-event survey at the end of Session 3, rather than after the Conference Plenary where recommendations[58] were discussed, affects the **data collection strategy**. The questions capturing participants feedback on Panel recommendations were not be asked using the post-event survey but instead were addressed during the **interviews** planned with participants.

- Based on discussion with the Commission and the contractors responsible for the organisation of the Panels, the Team has deployed all the different surveys as illustrated in Table 13 below.

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[56] Discussed during a Microsoft Teams call on 6 December 2021 between the study team and the client.

[57] The change in deployment strategy has resulted in higher response rates for Session 3 Panel 2 (85%) and Panel 3 (77% - ti date and based on a Panel of 200 participants).

[58] Initially planned for 22 February 2022. The last Conference Plenary where recommendations will be discussed will be held on 25-27 March 2022.

Table 13: Survey deployment arrangements (panel participants)

Type of survey	Overall Population	Number of respondents	Response rate	Deployment Timing	Modalities of deployment
Session 1					
Panel 1: Panel Survey	174	81	47%	03/11/2021 to 28/11/2021	The Commission uploaded the panel survey[59] on the private Panel space in the **Multilingual online platform**. Panel participants received by VO an email with the link. The Commission provided support for translation and survey.
Panel 2: Panel Survey	176	92	52%	09/11/2021 to 28/11/2021	
Panel 3: Panel Survey	170	73	43%	16/11/2021 to 28/11/2021	One **reminder** was sent to participants from Panel 1, 2 and 3 on November 25.
Panel 4: Panel Survey	187	98	52%	23/11/2021 to 28/11/2021	
Total	**707**	**344**	**49%**		
Session 2					
Panel 1: Panel Survey	180	96	53%	30/11/2021 to 12/12/2021	The **panel survey** for Session 2 and the **pre-event survey**[60] were uploaded at the same time on the private Panel space in the Multilingual online platform. It is important to highlight that the two types of survey were uploaded on **different locations** on the online planform which explains the fact that the **response rates are different**. Panel participants received by VO an email with the link. The Commission provided support for translation and survey upload.
Panel 2: Panel Survey	166	89	54%		
Panel 3: Panel Survey	172	90	52%		
Panel 4: Panel Survey	196	104	54%		
Total	**707**	**381**	**53%**		
Panel 1: Pre-event survey	174	101	58%		**Reminders** were sent 3 days after the launch of the survey (December 3rd) and 3 days before closing the survey (December 9th).
Panel 2: Pre-event survey	176	109	62%		
Panel 3: Pre-event survey	170	110	65%		
Panel 4: Pre-event survey	187	109	58%		
Total	**707**	**429**	**61%**		
Session 3					
Panel 2: Post-event + post-event survey	166	176	106%[61]	12/12/2021 to 07/01/2022	Panel participants were invited to complete an integrated version

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[59] On the online multilingual platform, the panel survey was referred to as "Satisfaction survey".

[60] On the online multilingual platform, the pre-event survey was referred to as "Personal survey".

[61] The response rate was higher than 100% for Panel 2 and Panel 3. We have assumed that participants might have been mistaken selecting their Panel when answering the survey or might have answered more than one time. Given the anonymous format of the questionnaire, it was not possible to know if a respondent accurately selected her/his Panel, or whether a respondent replied several times to the survey. Furthermore, as participants who did mention before the event that they could not attend Session 3 still received the survey, some might have responded even if they did not attend.

					comprised of both the **post-event** and **panel survey**.
Panel 3: Post-event + post-event survey	170	175	103%	Launched 09/01/2022 to 30/01/2022	During Session 3, a **specified time slot** (30min) was allocated to completing the survey during the last day of the event. A **QR** code was shared on the screen. Participants could scan the code and complete the survey during the allocated 30min but also later at home. The study team uploaded the survey using the EU survey tool.
Panel 4[62]: post-event + post-event survey	181	148	82%	13/02/2022 to 01/03/2022	
Panel 1[63]: post-event survey + post-event survey	180	159	88%	27/02/2022 to 21/03/2022	**Reminders** were sent in the week following the Panels.
Total	**697**	**662**	**95%[64]**		
Facilitators' survey					
Post-Event facilitators' survey	96[65]	32	33%	09/03/2022 to 09/04/2022	The survey was initially available starting from March 9th until March 21st. This initial deadline was extended a first time to March 21st then on April 4th to increase the response rate. The facilitators' coordinators were kindly asked to send two reminders to facilitators (on the 21st and the 28th of March). The facilitators' survey used the **EU Survey Platform**

Source: Authors' elaboration

The results of the various surveys have been reported in the following reports during the monitoring phase of this study:

- The results of the first Panel survey were reported in the first monitoring report
- The results of the second Panel survey were reported in the second monitoring report
- The results of the pre-event survey were reported in the Interim Report
- The results of the third Panel survey were reported in the third monitoring report.

The following section presents the results of the post-event survey.

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[62] Session 3 Panel 1, initially planned in Dublin on 5-6 December 2021 took place on 25-27 February 2022 due to travel restrictions linked to the Covid-19 sanitary crisis.

[63] Session 3 Panel 4, initially planned in Maastricht on 5-6 January 2021 took place on 11-13 February 2022 due to travel restrictions linked to the Covid-19 sanitary crisis.

[64] The response rate is calculated based on the number of participants who received an invitation to Session 3. Some participants never reacted to Session 3 invitations, and they were listed as remote and never showed up in the Session activities. However, they did receive the invitation to answer the survey. According to the data shared by VO, 180 participants from Panel 1, 166 from Panel 2, 170 from Panel 3 and 181 from Panel 4 were invited to the Session 3. Among them, 22 did not attend the activities of Session 3.

[65] Based on the interview conducted with Missions Publiques conducted in June 2022.

Post-event survey results and analysis (citizens and ambassadors)

Profile of respondents

All age groups are well-represented in the final survey respondents, although the division in three groups of same size for the 16-24, 25-54 and 55+ years old is not respected. The 25-54 and the 55+ age groups slightly exceed the 33% benchmark, while the 16-24 are underrepresented (24% of respondents).

Figure 27: Distribution of final survey respondents in terms of age
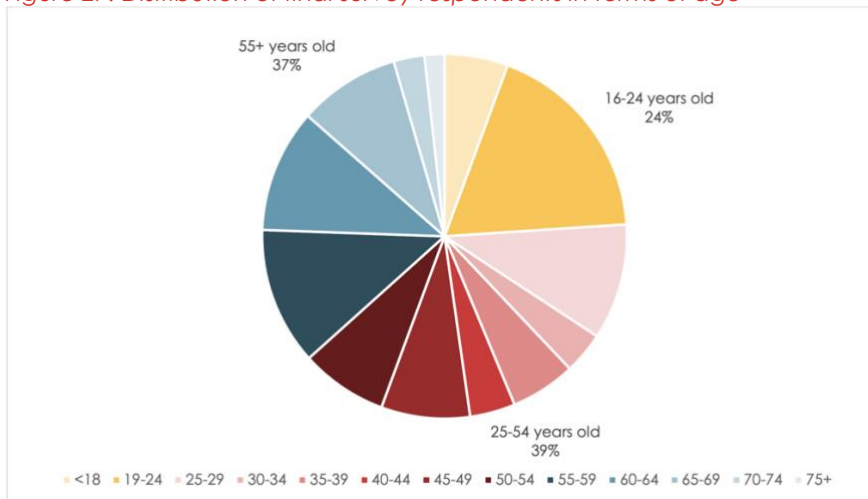
Source: post-event survey, analysis by Technopolis Group

In terms of gender, the parity is respected with 50% of female, 49% of males and 1% of non-binary or who do not recognise in the other categories. One person prefers not to say their gender and their age (0.2%).

Figure 28: Distribution of final survey respondents in terms of gender
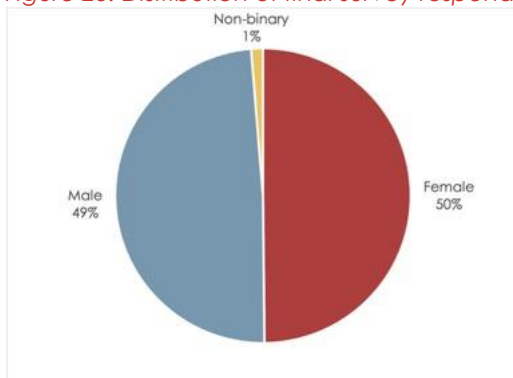
Source: post-event survey, analysis by Technopolis Group

The final survey panel of respondents is composed of participants from all EU 27 nationalities, with at least one respondent from each Member State, both in terms of country of living and of country of birth. Overall, the share of respondents from each country is very similar whether we observe the country of living or the country of birth, but we observe a few notable differences. Logically, the share of participants born in a non-EU country is bigger than the share that currently lives abroad (as a citizen not living in EU has low chances to be selected in

the panel), and several countries have more respondents living than born there (Belgium, Austria, France).

Figure 29: Distribution of final survey respondents in terms of country
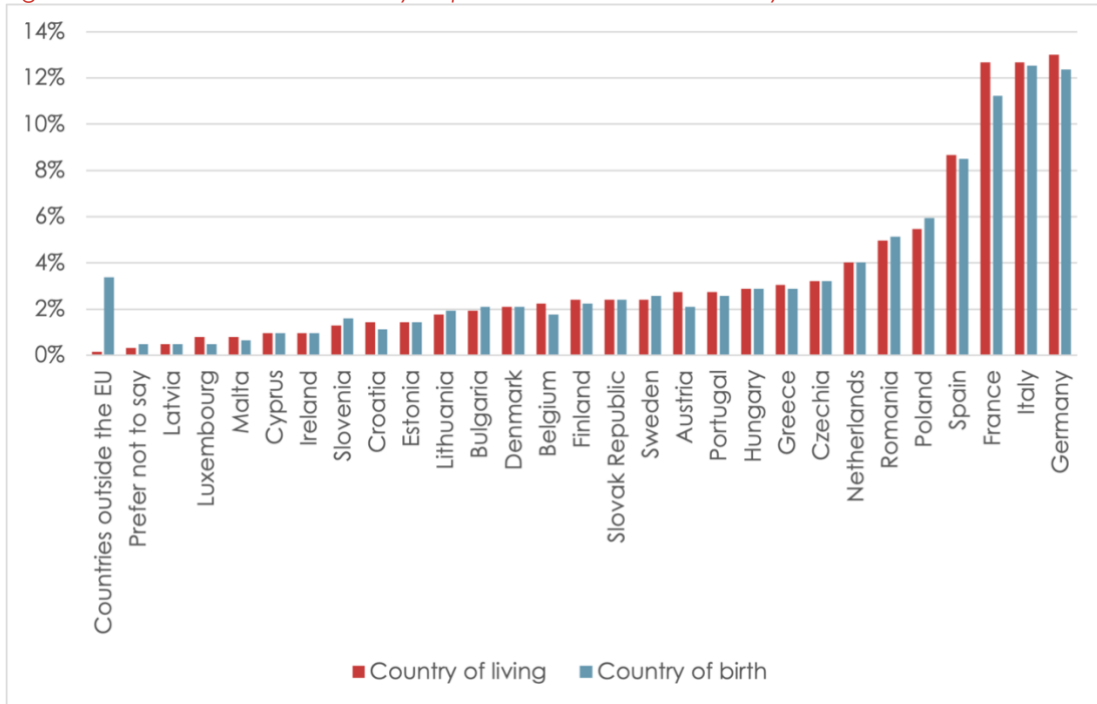
Source: post-event survey, analysis by Technopolis Group

In terms of education, the overwhelming majority of respondents has completed university or has an equivalent level of education (56%). In comparison, only 2% of respondents have primary education and 1 respondent (0,1%) has no formal education. The respondents with secondary education represent a quarter of final survey panel (26%), while 14% have post-secondary education other than a university degree.

Figure 30: Distribution of final survey respondents in terms of education level
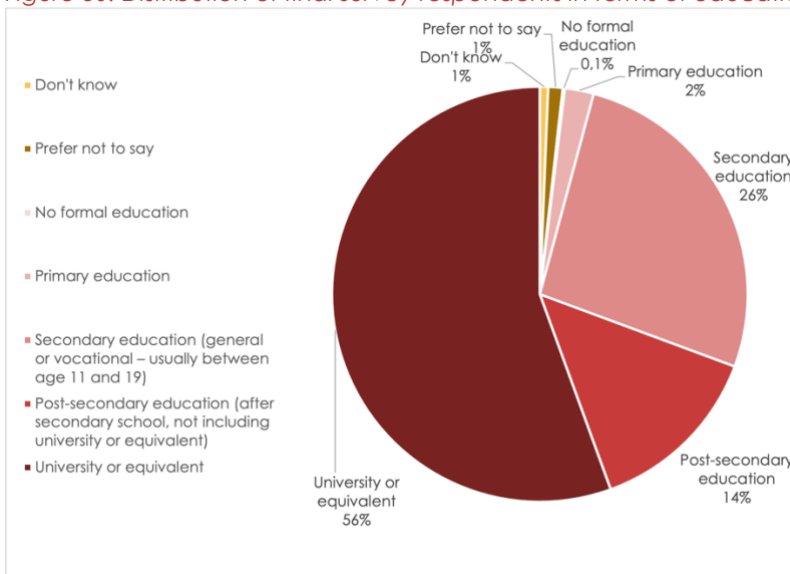
Half of the final survey panel is composed of employees (32%) and students (22%). Retirees come right after and represent 17% of respondents. The two latter are of course related to the age groups distribution – as there is an important share of 16-25 and 55+ years old citizens in the panel (24% and 37% respectively), it makes sense that there are also many respondents studying or retired. Other occupations that are common among the final survey respondents are self-employed (9%) and managers (7%).

Figure 31: Distribution of final survey respondents in terms of occupation

Finally, the respondent population is quite evenly spread between the four different panels, with a slight over-representation of panel 3 and under-representation of panel 4 (167 versus 143 respondents). This difference in the number of respondents is mostly due to an initial difference in the size of the panels. In total, 623 panellists took part in the survey, and 4 of them did not provide their panel.

Figure 32: Distribution of respondents among the panels
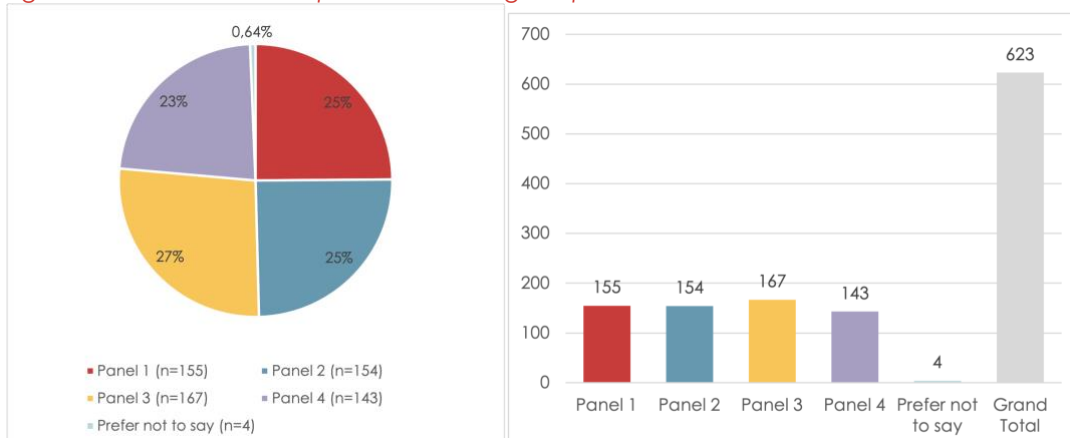
Profile of ambassadors

Among the final survey respondents, there are 74 ambassadors, which corresponds to 12% of the total. This share is quite stable across panels – between 10% (panel 2) and 13% (panels 1 and 3), while the number of ambassadors per panel differs slightly according to the size of the panel.

Figure 33: Distribution of ambassadors among final survey respondents
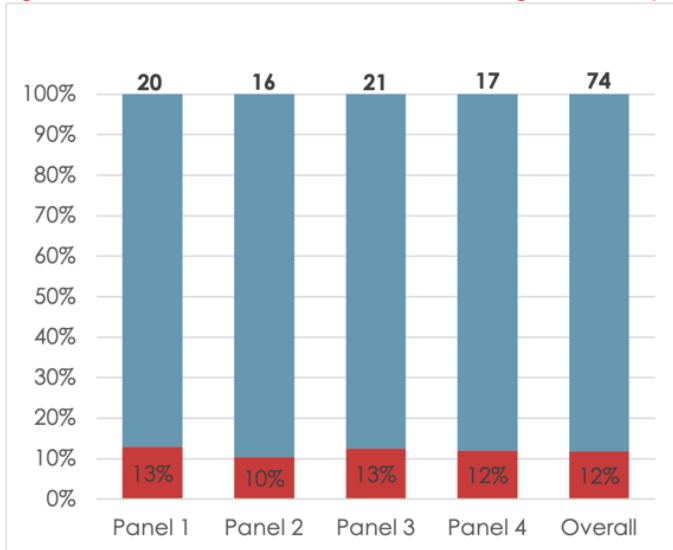
Source: post-event survey, analysis by Technopolis Group

In terms of age, the 25-55 years old are the most represented group with 42% of ambassador belonging to this age group. They are followed by the 55+ group with 30%, and by the 16-24 years old group with 28%. Compared to the whole population of the survey respondents, the elderly are underrepresented in the ambassadors (they represent 30% of the overall population), while the youth is overrepresented among the ambassadors (they represent 24% of the overall population). In particular, one out of 4 ambassadors belong to the age group 20-24 years old.

When it comes to gender, female ambassadors outnumber male ambassadors as the group of ambassadors is composed of 42 women (57%) and 30 men (41%). The remaining percentages are non-binary or prefer not to say (one citizen in each category).

Figure 34: Distribution of ambassadors in terms of age
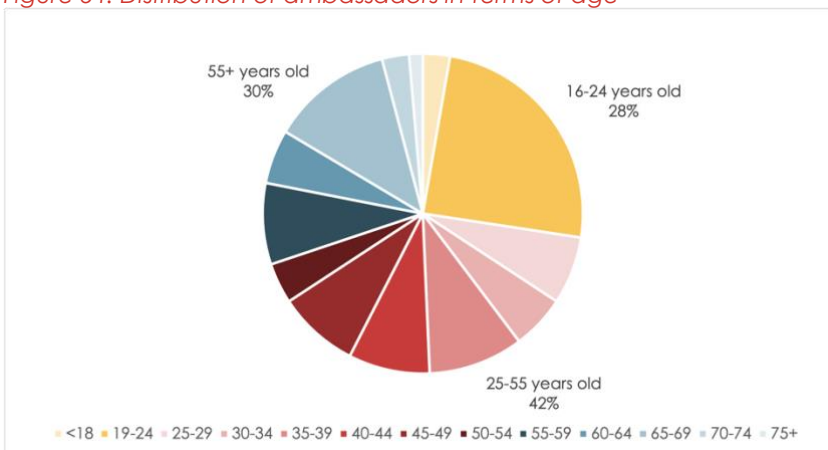
Figure 35: Distribution of ambassadors in terms of gender
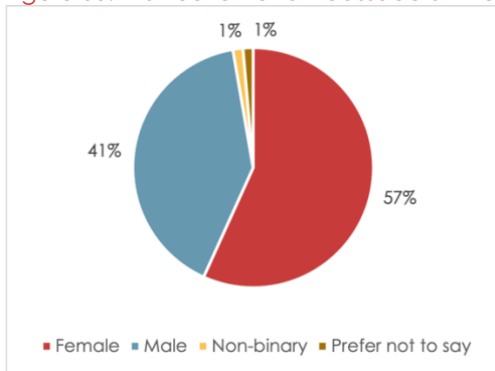
While all the EU 27 Member States are represented in the panels, some are not represented among the ambassadors, in particular Cyprus, Estonia, Luxembourg and Malta while Lithuania and Slovenia are the birth countries of one ambassador each, but the country of living of none. The most represented nationality among the ambassador is Italy, where 16% of ambassadors were born and 13,5% currently live. As a comparison, Italians represent 12% of the whole population of the survey respondents, which shows a slight over-representation in the panel. On the contrary, native Germans represent 12% of the final survey respondents but only 8% of the ambassadors, and Spain represent 8% of the whole panel versus only 4% among the ambassadors.

Figure 36: Distribution of ambassadors in terms of country
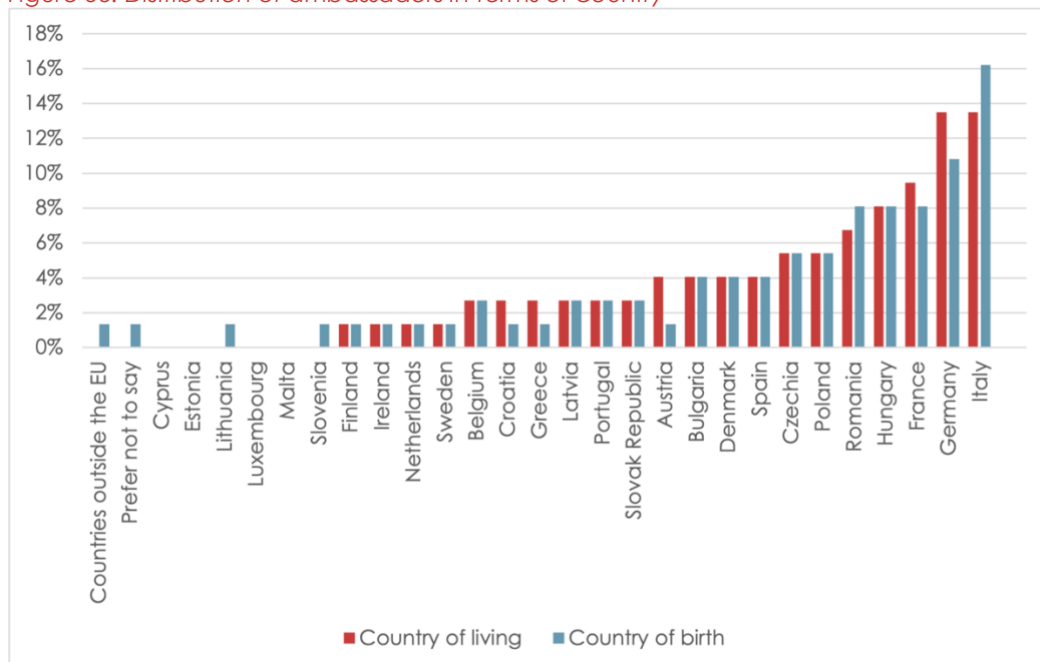
Similarly to the whole Citizens Panel population, the education level of most ambassadors is a university degree (58%), followed by secondary education (24%), and post-secondary

education (11%). Only one ambassador has a primary education level (2% in the entire panel). One can observe a slightly higher share of citizens who prefer not to say or do not know their education level among the ambassadors, representing 6% of them in total.

Figure 37: Distribution of ambassadors in terms of education
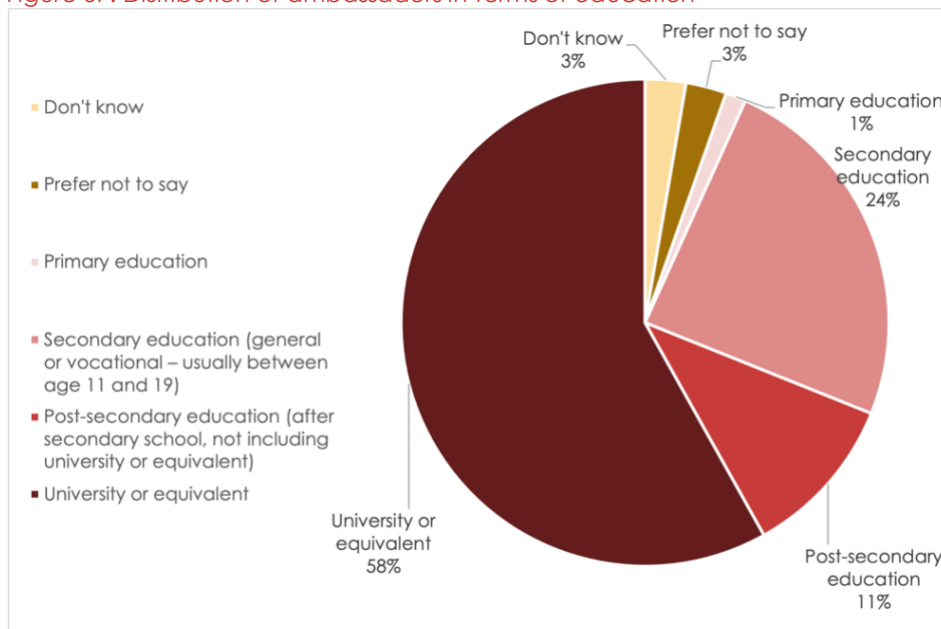
Source: post-event survey, analysis by Technopolis Group

The three most important groups in terms of occupation are employees, students and retired citizens – as it is the case in the survey population. The main difference is the share of student ambassadors (27%) that is considerably higher than the share of student participants (22%). On the contrary, managers are slightly under-represented among the ambassadors (5% versus 7% of the whole population).

Figure 38: Distribution of ambassadors in terms of occupation
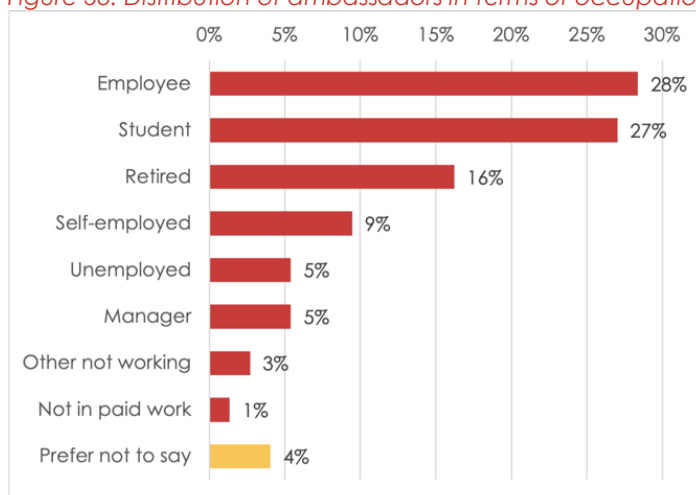
Source: post-event survey, analysis by Technopolis Group

Citizen Panels as a whole

The level of satisfaction on the European Citizen's Panel is high among the participants. Figure 39 displays the distribution of the grades attributed by the final survey participants to different aspects of the event, and it is visible that the most attributed grade is 10 for all aspects. The aspect that has the highest grade is "the general atmosphere" with more than 45% of 10, but the panel allocation, the event as a whole, the logistical organization, the panel sub-groups allocation and the social activities are also highly graded by the respondents.

Figure 40 shows that these observations remain valid at the Panel level, with similar average satisfaction grades overall and across the Panels. However, Panel 1's satisfaction appears to be constantly slightly higher than in other Panels (except for the sub-group allocation), while Panel 2's is always the lowest (except for the social activities).

There are slight differences in the satisfaction level of the respondents according to their education level (Figure 41). Participants with primary education constantly show a level of satisfaction above the rest of the participants, while respondents with a university degree (or equivalent) rated the event with slightly lower grades than their peers. Respondents with secondary education and post-secondary education have similar levels of satisfaction. Such differences in the level of satisfaction were not observed based on gender and on age.

Figure 39:Satisfaction with the event as a whole

Source: post-event survey, analysis by Technopolis Group

Average level of satisfaction with the event per panel

Panel 1 (n=155) · Panel 2 (n=154) · Panel 3 (n=167) · Panel 4 (n=143) · Overall (n=623)
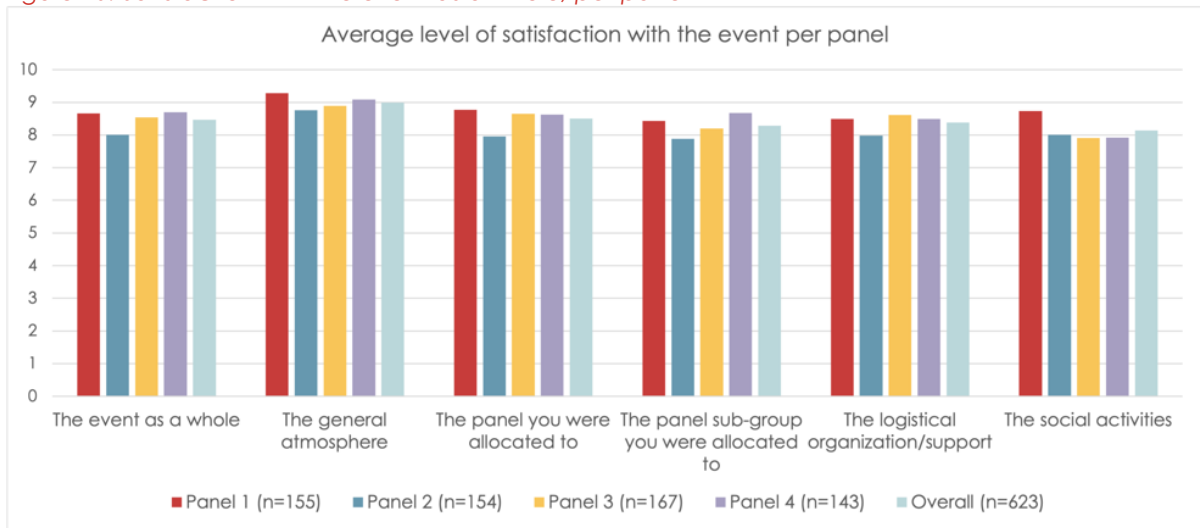
Source: post-event survey, analysis by Technopolis Group

Figure 41: Satisfaction with event as a whole, per education level

Average level of satisfaction with the event per education level

Primary education (n=14) · Secondary education (n=165) · Post-secondary education (n=86) · University or equivalent (n=346)
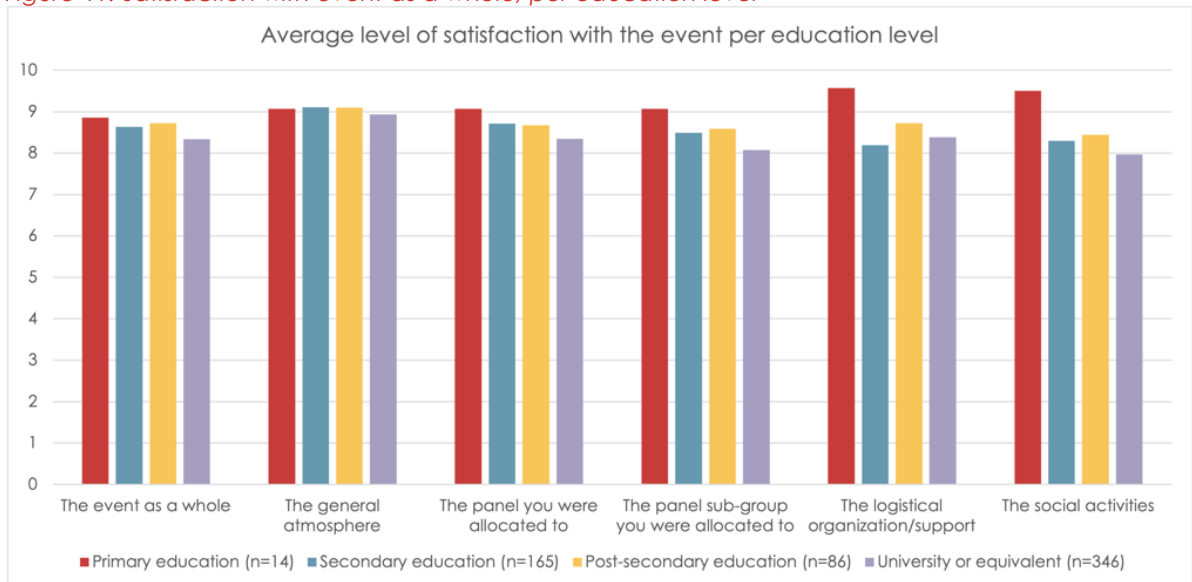
Source: post-event survey, analysis by Technopolis Group

The amount of work to be prepared by the Citizen Panel participants was considerable. Most of final survey participants describe the amount of work they had to prepare as moderate (54%), but the share of those who estimate it was a high amount of work (33%) significantly surpasses those who estimate it as low (5%). The remaining did not know or did not answer the question. This trend is even more pronounced in Panel 4 where the share of participants with a high amount of work (44%) almost matches the share of moderate (45%).

How would you assess the amount of work you had to do both to prepare for and during the event?

Legend: ■High ■Moderate ■Low ■None ■Prefer not to say ■Undecided/Don't know
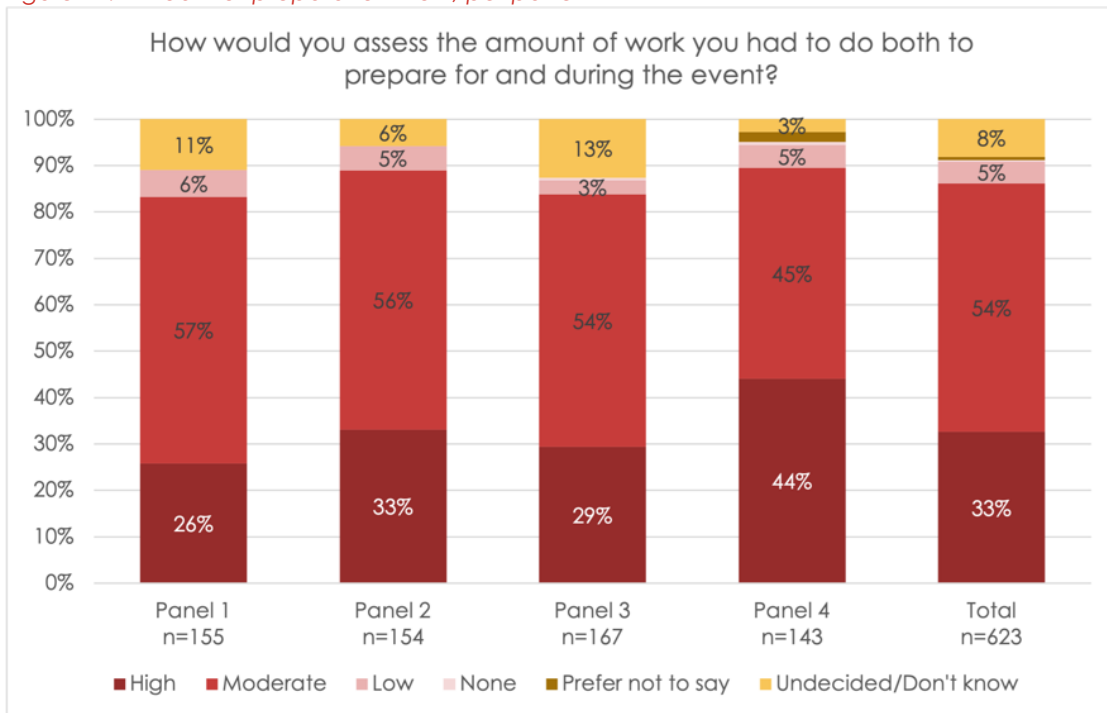
Source: post-event survey, analysis by Technopolis Group

The overall design of the different sessions and their duration was overall satisfactory for the final survey respondents. Most of them agree that they were given enough time to contribute to drafting the recommendations (76%), to learn before the event (68%), and to weight the evidence and deliberate during the event (68%). The statement that raises the most disagreement is the time to learn before the event as 14% do not think they had enough time. In the three cases, a considerable share of the respondents cannot answer the question (undecided/do not know) – between 14% and 19%.
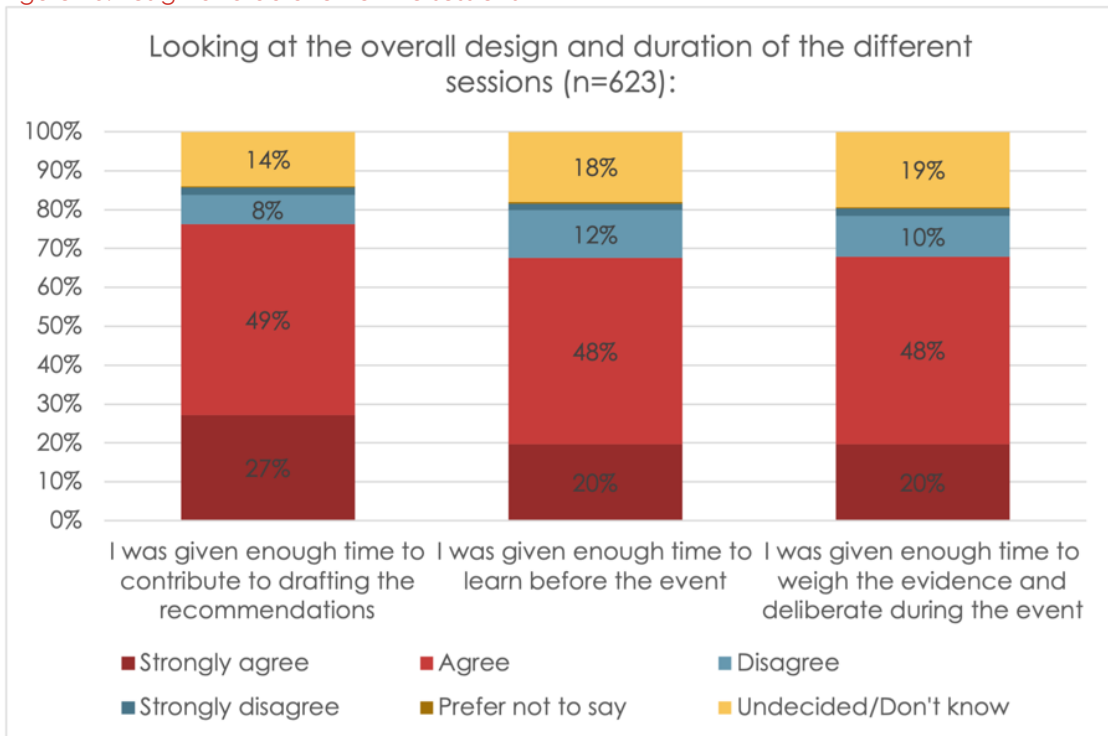
Looking at the overall design and duration of the different sessions (n=623):

The very large majority of respondents attended the full European Citizens' Panels, and only a few of them did not stay until the end of the process. Out of 623 citizens, 614 stayed until the end (98,5%), 6 could not attend the Citizens' Panels until the end, and 3 prefer not to say.

Recruitment process

All recruitment process aspects reach high levels of satisfaction (Figure 44), with 10 out of 10 being the grade the most selected by respondents for all aspects. The steps of the recruitment process in particular display the highest share of 10 grades (38%) and of grades above 7 (80%), and almost no respondents score it below 7. The remuneration offered was satisfactory to a very large majority of respondents too, with 434 out of 623 (70%) grading it 8 or above, while the satisfaction on the channels used for the contact stand in-between.

The aspect that received the most grades below 5 is the clarity of information received, but it remains a marginal share of respondents (5%), largely outperformed by the third of respondents who score it with a 10 grade.

The adequacy of support provided visually appears to have lower levels of satisfaction than other aspects, but this is mostly due to the very large share of respondents who do not know – more than a third of them could not assess this aspect, probably because they did not make use of the support services.

Level of satisfaction on different aspects of the recruitment process (n=623):

Legend:
- Steps of the recruitment process (phone, email, phone)
- Channels used to be contacted
- Clarity of information received
- Adequacy of support provided (e.g., Childcare, eldercare)
- Remuneration offered
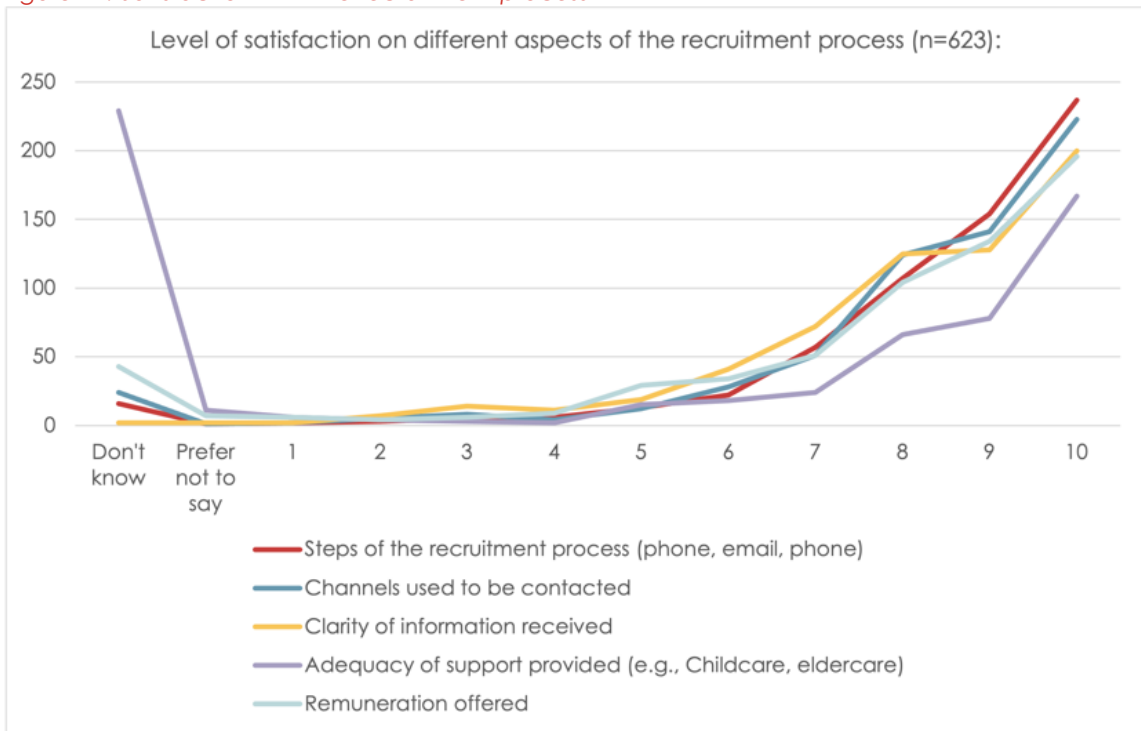
Source: post-event survey, analysis by Technopolis Group

Accessibility

In terms of accessibility to the Citizen Panel for people with disability, most survey respondents struggle answering – 52% of them cannot say if the venues were equipped to accommodate people with disability (49% for the accommodation). The share of participants who disagree that the venues were accessible to people with disability is small (7%), but considerable. Given the high share of undecided respondents, it means that 14% of those who have provided an answer disagree with the accessibility of the venues. This issue seems to arise particularly in Panel 2, where the share of respondents who disagree reaches 13%, which is 28% of those who provided an answer. The trend is slightly different for the accommodation, as in 3 out of 4 panels only 5% of respondents disagree with the accessibility, and only in Panel 2 this figure even drops to 2%.

In terms of accessibility to the audio and IT equipment, 85% of participants agree or strongly agree that they were accessible to everyone. Only 2% disagree with this statement, while the other respondents were undecided/do not know. Panel 4 is a bit most polarized as it has the highest share of respondents who disagree (4%) with the accessibility of the audio and IT equipment, but also the highest share who strongly agrees (53%).

Figure 45: Accessibility of the event and accommodation, per panel

The venues were equipped to accommodate people with a disability

	Panel 1 n=155	Panel 2 n=154	Panel 3 n=167	Panel 4 n=143	Total n=623
Undecided/Don't know	54%	52%	50%	52%	52%
Disagree	5%	10%	2%	2%	5%
Agree	23%	21%	25%	21%	22%
Strongly agree	15%	11%	22%	20%	17%

■Strongly agree ■Agree ■Disagree ■Strongly disagree ■Prefer not to say ■Undecided/Don't know

The choice of accommodation provided was equipped to accommodate people with a disability

	Panel 1 n=155	Panel 2 n=154	Panel 3 n=167	Panel 4 n=143	Total n=623
Undecided/Don't know	48%	49%	47%	54%	49%
Disagree	3%	4%	1%	4%	3%
Agree	22%	25%	29%	20%	24%
Strongly agree	23%	19%	21%	20%	21%

■Strongly agree ■Agree ■Disagree ■Strongly disagree ■Prefer not to say ■Undecided/Don't know

The audio and IT equipment used were accessible to everyone

	Panel 1 n=155	Panel 2 n=154	Panel 3 n=167	Panel 4 n=143	Total n=623
Undecided/Don't know	12%	15%	8%	12%	12%
Agree	33%	41%	39%	31%	36%
Strongly agree	51%	41%	50%	53%	49%

■Strongly agree ■Agree ■Disagree ■Strongly disagree ■Prefer not to say ■Undecided/Don't know

Source: post-event survey, analysis by Technopolis Group

Privacy

More than half of Citizen Panels participants were approached by the media (57%), while around a quarter of them (26%) were approached by representatives of interest groups. In general, women were slightly more approached by the media and representatives of interest groups than men, but the most represented group in both the media and by the interest groups is the non-binary citizens.

The identity of around half of the Panels members was made public (45% or 283 people), and among them 92% had consented for this happening, 6% do not know/prefer not to say, and 2% had not consented – that is 5 people whose identity was shared without their consent.

Figure 47 shows that the approach of the media and the interest groups to the participants was similar regardless of gender.

Figure 46: Privacy measures
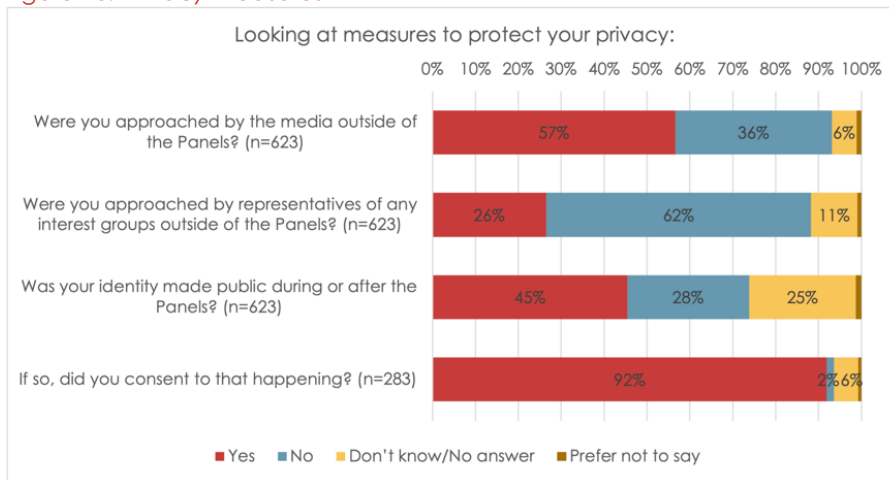
Source: post-event survey, analysis by Technopolis Group

Figure 47: Privacy measures by gender
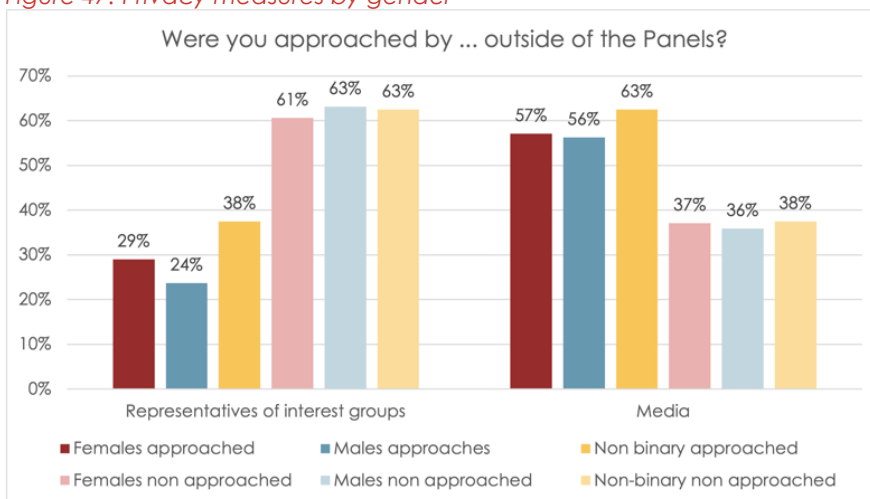
Source: post-event survey, analysis by Technopolis Group

Translation tools

Multilingual online platform

The multilingual platform was not widely used by the Citizen Panel participants, but its popularity was different depending on the usage. It was mostly used to find information on the topics covered by the Panels with 51% of respondents agreeing with this statement. However, only 21% agree that they used the platform to exchange and discuss with other participants, while 33% disagree and 22% strongly disagree.

Participants have mixed feelings on the easiness to find information on the Platform with 42% who agree versus 23%, and 50% who were able to find all information they were looking for versus 16% who did not. The remaining participants are undecided.

The satisfaction in regard to the availability of information on the multilingual platform is similar between participants from different education levels, but quite different depending on the occupation. Those not in paid work and unemployed were the most comfortable finding information on the Platform, with respectively 63% and 59% of participants who agree that they were able to find the information they were looking for. Those that are not in paid work are only the only occupational group where no one disagreed with the statement. On the other side, the manual workers expressed more issues with using the Platform, as more respondents disagreed than agreed that they could find the information they were looking for (35% versus 30%). In all groups (except for managers) the share of respondents who do not know is very high – around 31% overall.

Figure 48:Multilingual online platform
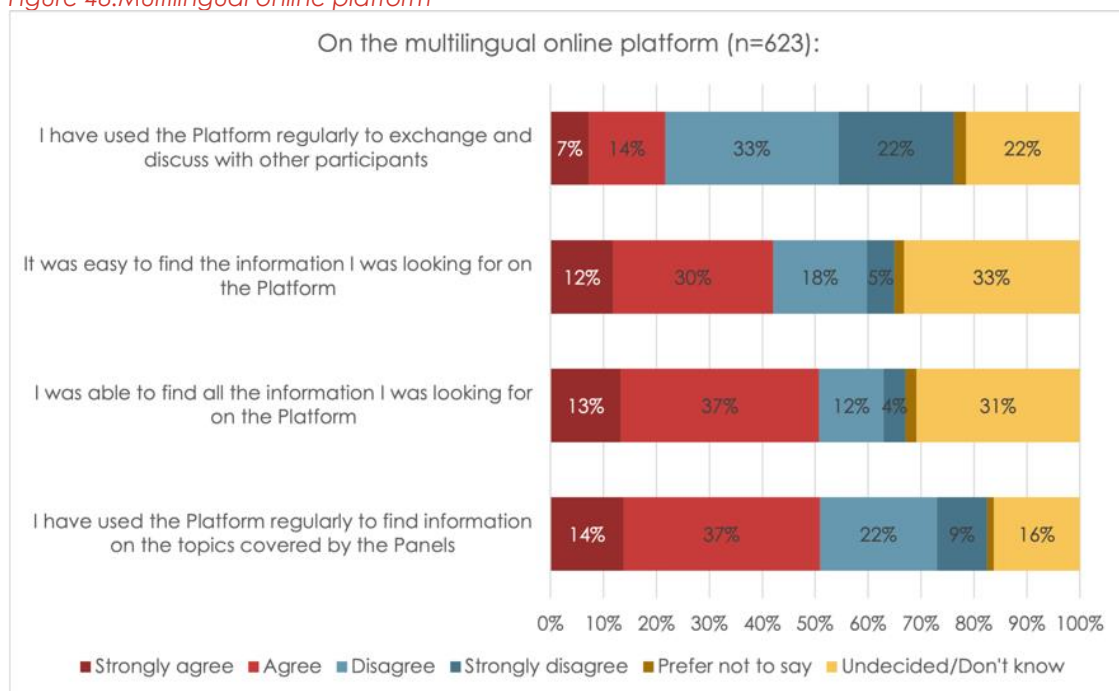
Source: post-event survey, analysis by Technopolis Group

Figure 49: Multilingual online platform, per panel

I was able to find all the information I was looking for on the Platform

Category	Not in paid work	Unemployed	Manager	Retired	Employee	Self-employed	Student	Other not working	Manual worker
Undecided/Don't know	36%	21%	16%	22%	29%	38%	42%	40%	35%
Prefer not to say		4%		1%	7%	2%			
Strongly disagree		8%				9%	5%	7%	6%
Disagree			26%	17%	9%		9%	13%	29%
Agree	45%	42%	44%	40%	39%	33%	34%	27%	24%
Strongly agree	18%	17%	14%	17%	13%	15%	9%	13%	6%

Legend: ■ Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

Source: post-event survey, analysis by Technopolis Group

Interpretation and translations

The final survey respondents appear to be highly satisfied with the interpretation in the plenary and in the working groups, as a high number of respondents graded it with a 10. The satisfaction is similar across the four Panels with an average grade around 9 (slightly lower for the interpretation in the working groups in Panel 2). The high satisfaction in regard to the interpretation in the plenary is similar across education level groups, while the interpretation in the working groups was particularly satisfactory for respondents with primary education.

On the other hand, the automatic translation of the spreadsheets in the Panel working groups was less satisfactory according to the respondents, with the most attributed grade being 7, many low grades, and a resulting average score just above 6 (6,25). The issue seemed particularly pronounced in Panel 3 and 4 with averages around 5,8.

The satisfaction regarding the translation of the material provided raised mixed feelings, as the most attributed grade is 10, but there are also many lower grades (between 5 and 9) leading to an average satisfaction of 7,8. Again, the respondents with primary education are the most satisfied in regard to the translation of the material provided while university graduates grade it lower on average.

Figure 50: Satisfaction on interpretation and translation

Level of satisfaction on interpretation and translations (n=623):

Legend:
- The interpretation in the plenary
- The interpretation in the working groups
- The translation in the Multilingual online Platform
- The automatic translation of excel sheets in the Panel working groups
- The translation of material provided
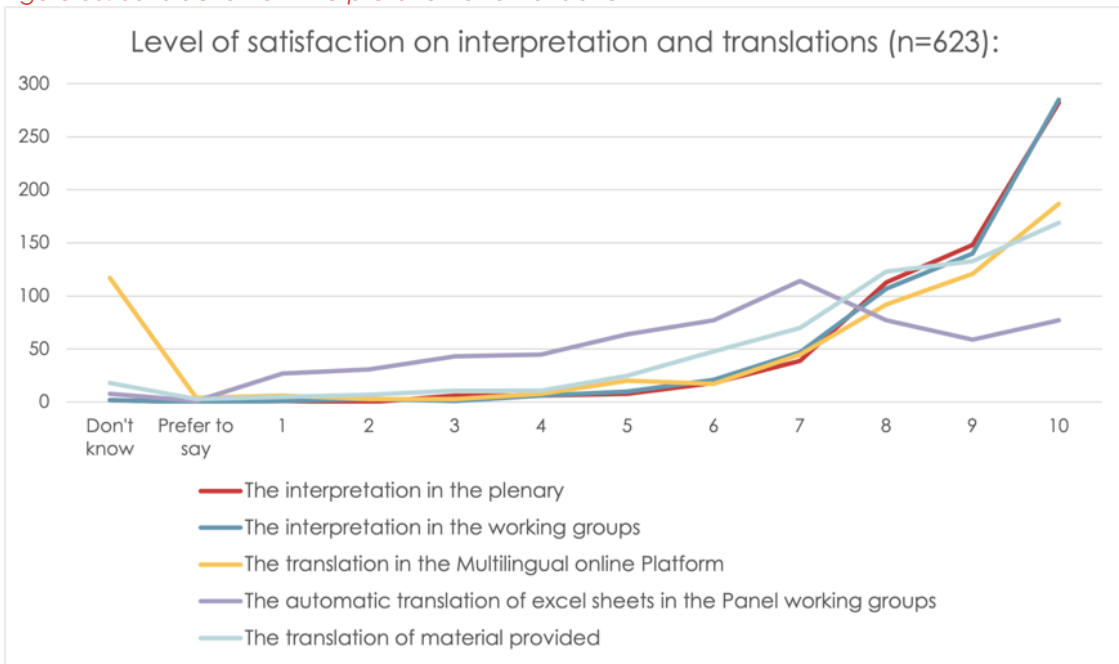
Source: post-event survey, analysis by Technopolis Group

Figure 51: Satisfaction on interpretation and translation, per panel
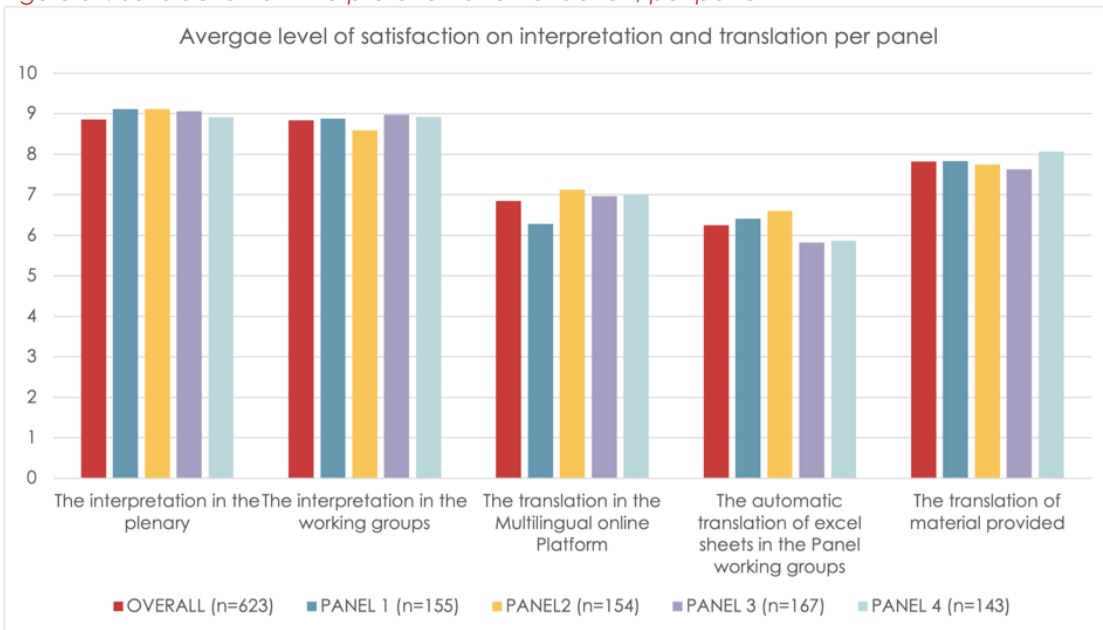
Avergae level of satisfaction on interpretation and translation per panel

Legend:
- OVERALL (n=623)
- PANEL 1 (n=155)
- PANEL2 (n=154)
- PANEL 3 (n=167)
- PANEL 4 (n=143)

Source: post-event survey, analysis by Technopolis Group

Average level satisfaction with interpretation and translation per education level

- Primary education (n=14)
- Secondary education (n=165)
- Post-secondary education (n=86)
- University or equivalent (n=346)
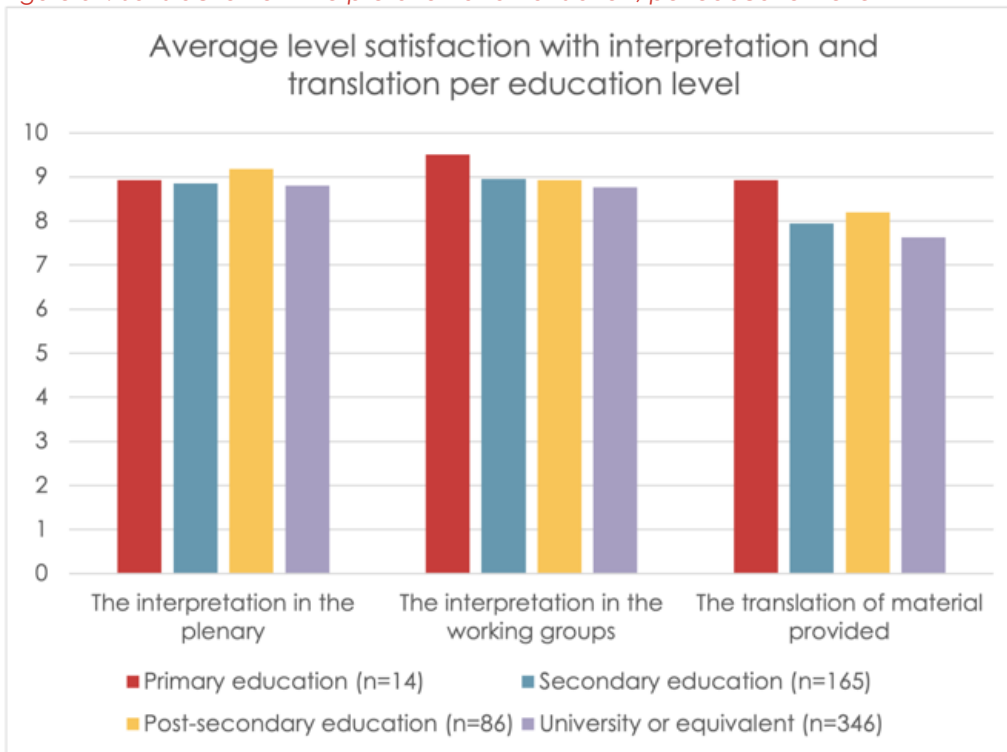
Source: post-event survey, analysis by Technopolis Group

Presentations of the experts and impartiality

Most respondents agree that the presentations of the experts in the Conference Plenary used a language that was accessible and easy to understand – between 84% in Panel 3 and 77% in Panel 1. The share of respondents who disagree is 3%.

These figures are stable among participants from different education levels. One can observe differences in the distribution between "strongly agree" and "agree", but the share of participants who agree remains high in all education groups – from 82% of agreement for the respondents with a university degree to 92% for the respondents with primary education. The share of respondents who disagree is also the highest among those with a university degree (4%), as well as the share who are undecided (13%).

Figure 53; Accessibility of the presentation of experts, per panel

The presentations of the experts in the Conference Plenary used a language that was accessible and easy to understand
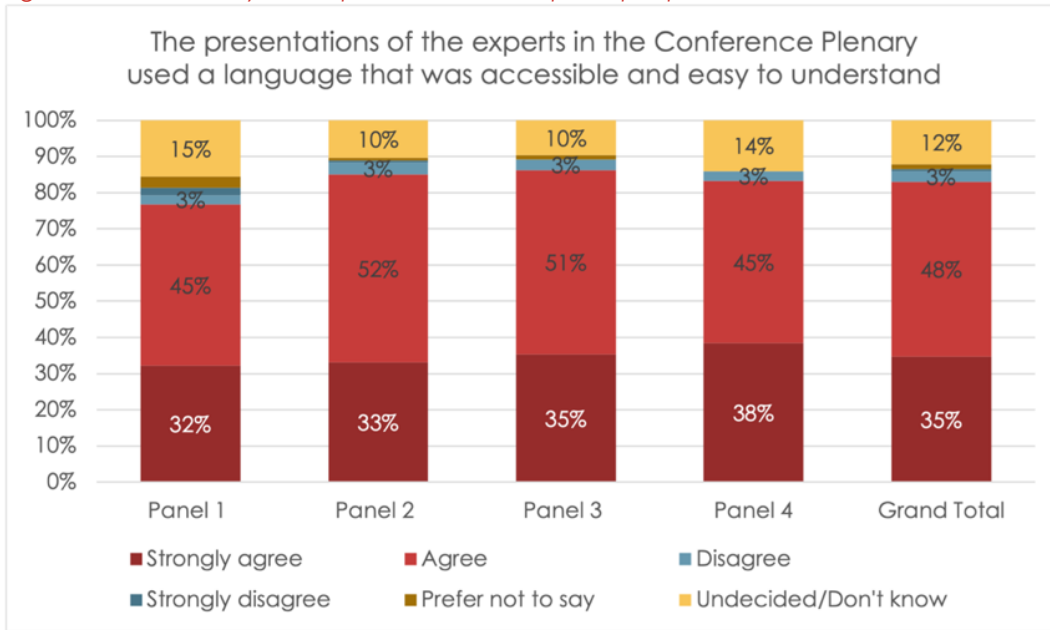
Source: post-event survey, analysis by Technopolis Group

Figure 54: Accessibility of the presentation of experts, per education level

The presentations of the experts in the Conference Plenary used a language that was accessible and easy to understand
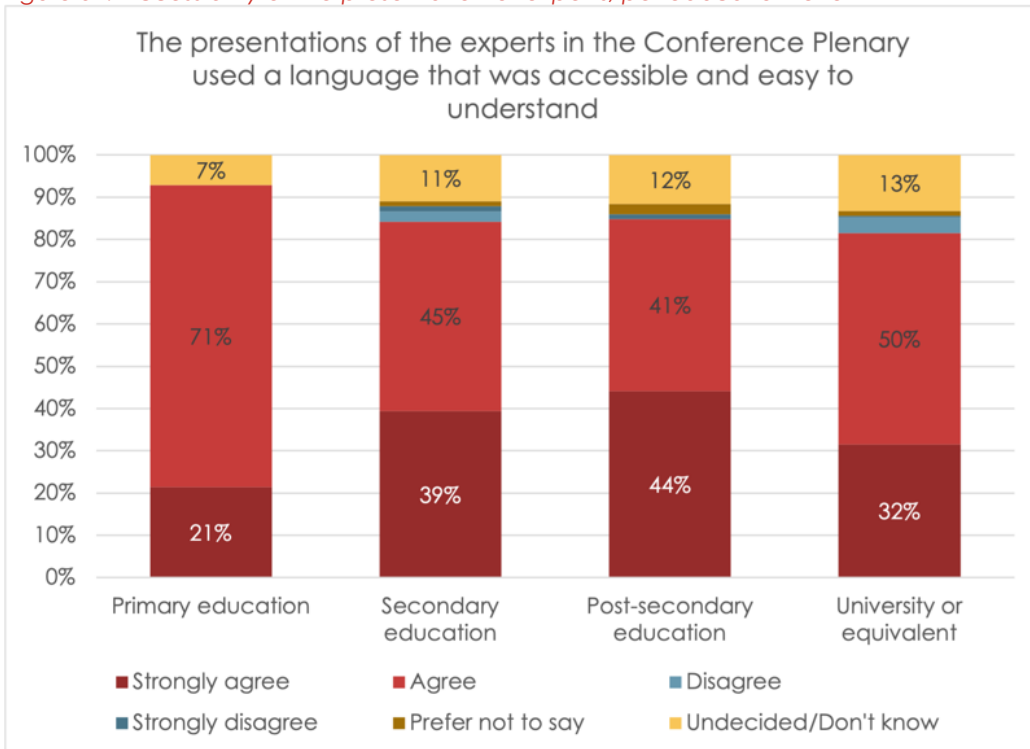
Source: post-event survey, analysis by Technopolis Group

The impartiality of the expert presentation seems to be more difficult to assess, with 30% of respondents who do not know. Among those who have answered, 80% agree that the presentation of experts was impartial, while 20% do not agree (14% of all respondents). These proportions are very stable across panels.

Figure 55: Impartiality of the presentations of experts, per panel

The presentation of the experts was impartial

Panel	Strongly agree	Agree	Disagree	Undecided/Don't know
Panel 1	19%	34%	10%	34%
Panel 2	21%	31%	12%	29%
Panel 3	20%	38%	12%	28%
Panel 4	20%	38%	10%	27%
Grand Total	20%	35%	11%	30%

Legend: Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know
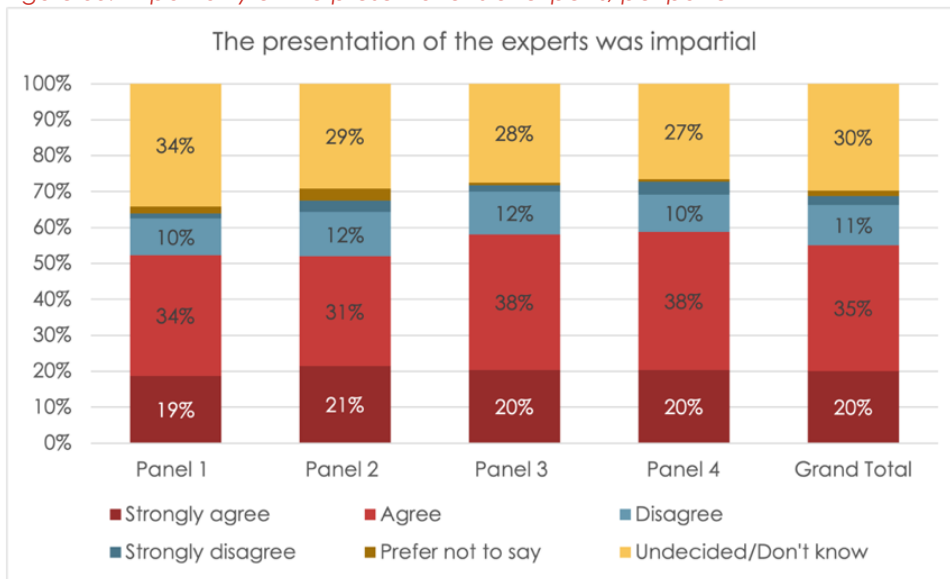
Source: post-event survey, analysis by Technopolis Group

Furthermore, the respondents evaluate the information material received and the inputs of the policy experts positively overall, but the quality of information differs depending on the type of information. The respondents mostly agree that they receive enough information in regard to the topics covered during the Panels (75% agree), the process' purpose, structure and results (73% agree), and the deliberative and dialogue-based processes (71% agree). The share of respondents who disagree is around 9%.

These results are similar in Panel 1, 3 and 4, but Panel 2 has systematically the lowest number of respondents who state that they receive enough information (67% to 69%), as well as the highest share of respondents who disagree – even reaching 18% for the deliberative and dialogue-based processes. On the other side, Panel 1 displays the lowest disagreement rates.

Figure 56: Information received on topics and processes, per panel

I have received enough information on the topics covered during the Panels

Panel	Strongly agree	Agree	Disagree	Undecided/Don't know
Panel 1	25%	50%	8%	14%
Panel 2	18%	51%	12%	18%
Panel 3	22%	54%	10%	12%
Panel 4	27%	50%	8%	14%
Grand Total	23%	52%	9%	14%

Legend: Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

I have received enough information regarding the process' purpose, its structure and what will happen with the results

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	14%	16%	22%	13%	16%
Strongly disagree	5%			7%	9%
Disagree		16%	7%		
Agree	53%	51%	46%	51%	50%
Strongly agree	26%	16%	23%	27%	23%

Legend: Strongly agree · Agree · Disagree · Strongly disagree · Prefer not to say · Undecided/Don't know

I have received enough information about deliberative and dialogue-based processes

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	17%	19%	19%	21%	19%
Strongly disagree	4%				
Disagree		13%	8%	6%	8%
Agree	53%	49%	46%	49%	49%
Strongly agree	25%	18%	25%	22%	22%

Legend: Strongly agree · Agree · Disagree · Strongly disagree · Prefer not to say · Undecided/Don't know

When it comes to the functioning of EU, the share of respondents who think that they did not receive enough information increases to 19% (among which 16% disagree and 3% strongly disagree). This share is quite stable across panels. The number of respondents who state that they have not receive enough information increases further in regard to information on the challenges and needs of underrepresented groups. The share of people who disagree with having received enough information ranges from 20% in Panel 1 to 29% in Panel 3, while less than half of respondents agree that they have received enough information – 43% overall.

Moreover, for the questions on the information on how the EU functions and on the challenges and needs of underrepresented groups, the share of respondents who are "undecided" or "do not know" is high (24% and 32% respectively). This is also a concern in terms of spreading of information as if some participants do not know whether they have received information, it is likely that they haven't been sufficiently informed.

When it comes to the profile of the participants who disagree that they have received enough information on how EU functions and on the needs of the underrepresented groups, one can observe that the participants with primary educated are underrepresented in those who state they have not received enough information. On the functioning of EU, none of them disagrees, while on the needs of underrepresented groups, 7% disagree and none strongly disagrees. This is significantly lower than in all other education groups. In particular, the respondents with secondary education or with a university degree are particularly critical in regard to how the EU functions (respectively 21% and 20% of disagreement). The university graduates are also those who disagree most in regard to the needs of the underrepresented groups (28%), with a share of strong disagreement (9%) almost matching the share of strong agreement (12%).

Figure 57: Information on EU functioning and underrepresented groups, per panel

I have received enough information regarding how the EU functions

I have received enough information on the challenges and needs of underrepresented groups

Source: post-event survey, analysis by Technopolis Group

I have received enough information regarding how the EU functions

I have received enough information on the challenges and needs of underrepresented groups
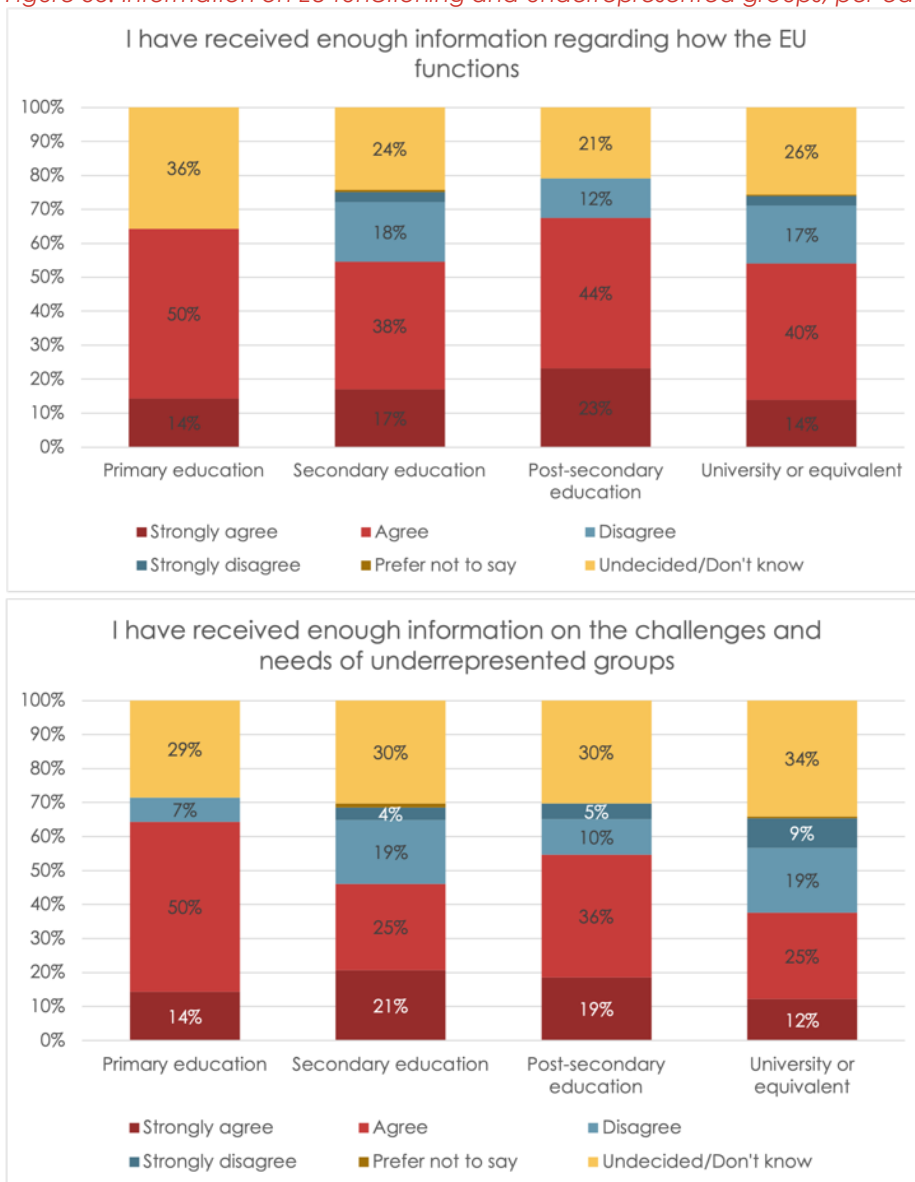
Source: post-event survey, analysis by Technopolis Group

The respondents are very positive on their possibility to ask for additional information. Only a very small share disagree that they had the possibility to ask for additional information – 4% overall. However, this share is slightly higher in Panel 2 with 7% of respondents who disagree. The large majority of respondents (77%, stable across all panels) agree, and a considerable share do not know (19%).

Finally, the respondents have mixed views on whether the policy experts' inputs and the information material received were fairly balanced and provided a diverse range of views. Despite a majority of respondents who agree that the information was balanced (64%), 9% estimate that it was not, among which 3% strongly disagree with the statement. This figure reaches 13% in Panel 2, that was therefore the least convinced of the impartiality of the information. The share of "undecided" respondents remains high – 26%.

Figure 59: Additional information, per panel

I had the possibility to ask for additional information

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	20%	16%	17%	24%	19%
Strongly disagree/Disagree	2%	4%	3%	1%	3%
Agree	43%	49%	43%	38%	43%
Strongly agree	34%	29%	35%	36%	34%

Legend: ■ Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know
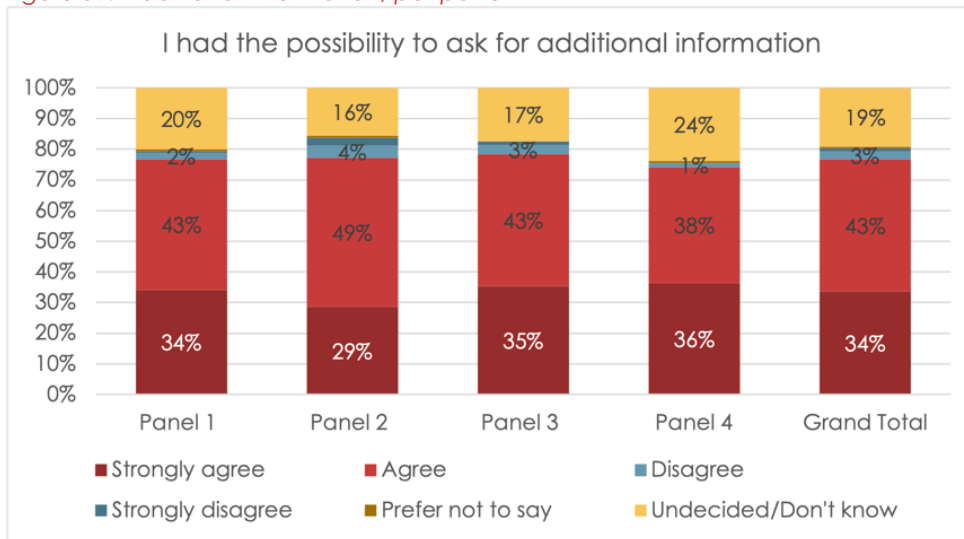
Source: post-event survey, analysis by Technopolis Group

Figure 60: Balance of expert inputs, per panel

The information material received, and the inputs of the policy experts were fairly balanced and provided a diverse range of views

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	26%	27%	22%	28%	26%
Prefer not to say	3%		2%		3%
Disagree	5%	5%	7%	1%	6%
Strongly disagree		8%		6%	
Agree	46%	44%	44%	43%	44%
Strongly agree	19%	17%	24%	22%	20%

Legend: ■ Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know
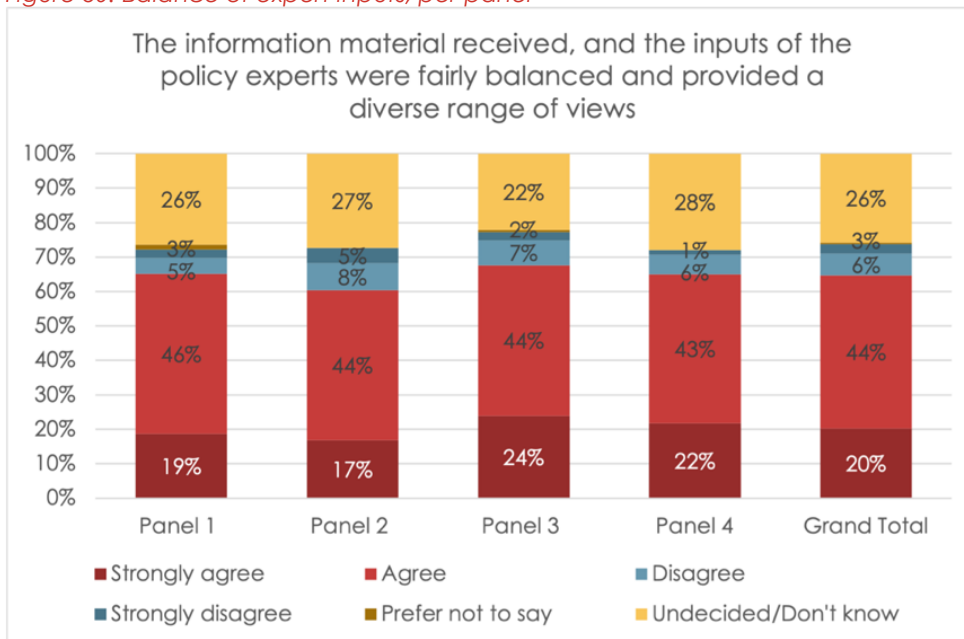
Source: post-event survey, analysis by Technopolis Group

Further on impartiality, respondents were asked whether the general process, the choices of deliberative methods, and the role of the commissioning authorities (European Commission, European parliament, European Council) were impartial. Most of respondents agree that the general process and the choices of deliberative methods were impartial (with 76% in both cases). However, the disagreement with the impartiality statement is more pronounced in Panel 2 – where disagreement reaches 13% regarding the general process, and in Panel 3 where strong disagreement is the highest – 4% for the impartiality of both the general process and the deliberative methods.

The role of the commissioning authorities appears as harder to assess for the respondents, as shown by the high "undecided" answers share (between 23% in Panel 1 and 30% in Panel 2

and 3). The disagreement with impartiality of commissioning authorities reaches its higher level in Panel 2 with 9%. It is also the Panel with the lowest agreement rate with the impartiality statement: only 59%, while in the other Panels this rate is between 63% (Panel 3) and 73% (Panel 4).

Figure 61 Impartiality, per panel

The general process was impartial

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	12%	16%	16%	11%	14%
Disagree	5%	10%	4%	3%	5%
Agree	45%	46%	39%	44%	43%
Strongly agree	34%	23%	37%	40%	33%

Legend: Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

The choices of deliberative methods used to find agreements were impartial

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	17%	18%	17%	15%	17%
Disagree	6%	6%	4%	2%	5%
Strongly disagree			4%		
Agree	41%	47%	43%	45%	44%
Strongly agree	35%	25%	33%	36%	32%

Legend: Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

The role of the commissioning authorities was impartial

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	23%	30%	30%	24%	27%
Disagree	5%	6%	4%	1%	4%
Agree	32%	38%	33%	39%	35%
Strongly agree	37%	21%	30%	34%	30%

Legend: Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

Source: post-event survey, analysis by Technopolis Group

Participants' engagement

The engagement of the participants into the Citizens Panels is very positive. Almost all respondents stated that they felt pride in taking part in the Citizens Panels (94%), among which a very large majority strongly agrees with the statement (72%). The remaining percentages are mostly participants who "do not know", while the participants who disagree represent only 1% of the answers. These figures are similar across panels.

When it comes to the opportunity of participants to actively engage, the answers are very positive too. Almost all the respondents felt that they could express their opinion freely, and while only 2% of respondents overall disagreed with this, in Panel 4 there is no respondents who disagreed with the statement. This panel also has the highest share of participants who "strongly agree" (78%), while this figure drops to 66% in Panel 1. Furthermore, the participants felt that everyone had the opportunity to speak, with 95% of agreement with this statement. However, in all panels, 2% to 4% of respondents disagree with this statement.

When it comes to the easiness to take the floor, the results are a little bit more mixed, although still very positive. The very large majority of respondents did feel at ease taking the floor (84%, similar across panels), but a considerable share is undecided about their answer (11%, similar across panels), and a little bit more participants disagree with the statement (5%, similar across panels). None of the respondents with a primary education is part of the respondents who disagree with the statement, and on the contrary they are the ones that agree ethe most with the easiness to take the floor with 79% of strong agreement. The highest share of disagreement is observed among respondents with secondary education (6%), then post-secondary education and university (3%).

Figure 62: Pride from taking part in the Citizens Panels
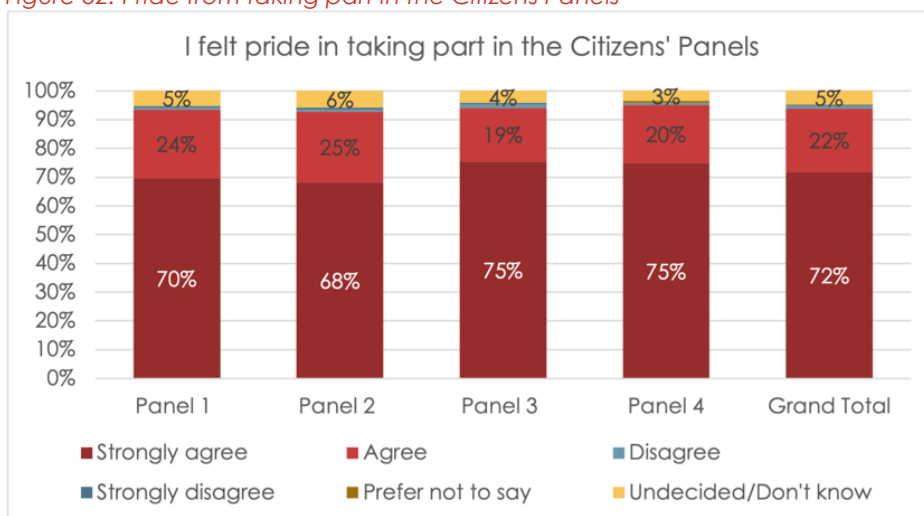
Source: post-event survey, analysis by Technopolis Group

Figure 63 Ease of taking the floor, per panel

I felt at ease taking the floor

	Panel 1	Panel 2	Panel 3	Panel 4	Grand Total
Undecided/Don't know	10%	11%	12%	10%	11%
Disagree	4%	3%	4%	4%	4%
Agree	40%	36%	32%	30%	35%
Strongly agree	45%	47%	50%	53%	49%

Legend: ■ Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know
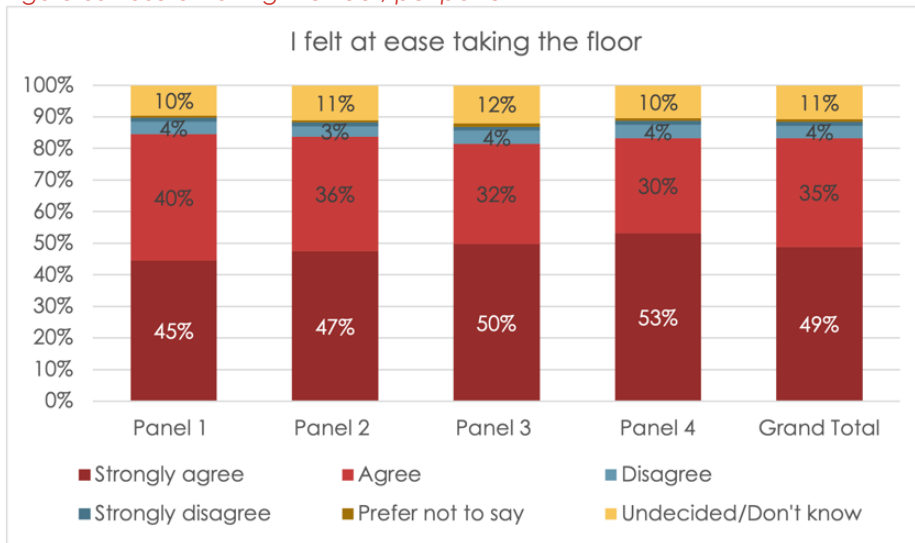
Source: post-event survey, analysis by Technopolis Group

Figure 64 Expression of opinion, per panel

I could express my opinion freely

Panel	Strongly agree	Agree
Panel 1	66%	32%
Panel 2	67%	31%
Panel 3	74%	22%
Panel 4	78%	20%
Grand Total	71%	26%

■ Strongly agree ■ Agree ■ Disagree
■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

I felt that everyone had the opportunity to speak

Panel	Strongly agree	Agree
Panel 1	67%	29%
Panel 2	71%	25%
Panel 3	70%	24%
Panel 4	73%	23%
Grand Total	70%	25%

■ Strongly agree ■ Agree ■ Disagree
■ Strongly disagree ■ Prefer not to say ■ Undecided/Don't know

Source: post-event survey, analysis by Technopolis Group

Figure 65 Ease of taking the floor, per education level

I felt at ease taking the floor

	Primary education	Secondary education	Post-secondary education	University or equivalent
Strongly agree	79%	40%	52%	52%
Agree	21%	39%	34%	32%
Disagree		6%	3%	3%
Undecided/Don't know		13%	8%	11%
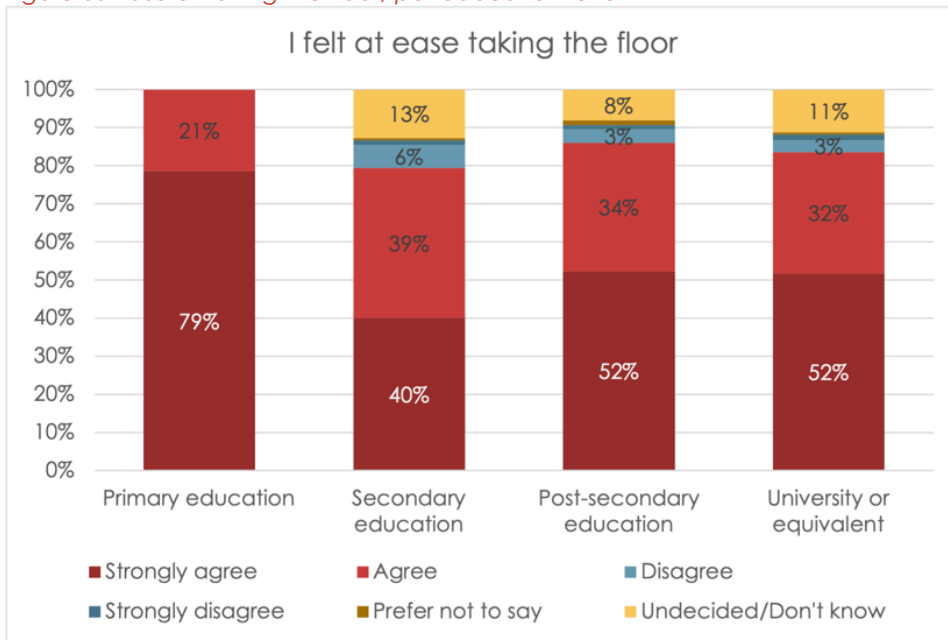
Source: post-event survey, analysis by Technopolis Group

The positive engagement of the Citizen Panel participants is also reflected by their sharing of the experience with relatives and local networks. 97% of the final survey respondents say that they have shared their experience of taking part in the Conference on the Future of Europe with friends, family or local network. Only 2,5% of respondents did not share their experience with other people.

Figure 66 Sharing of experience

Did you share your experience of taking part in the Conference on the Future of Europe with friends, family or local networks?

- Yes: 97%
- No: 3%
- Prefer not to say: 1%
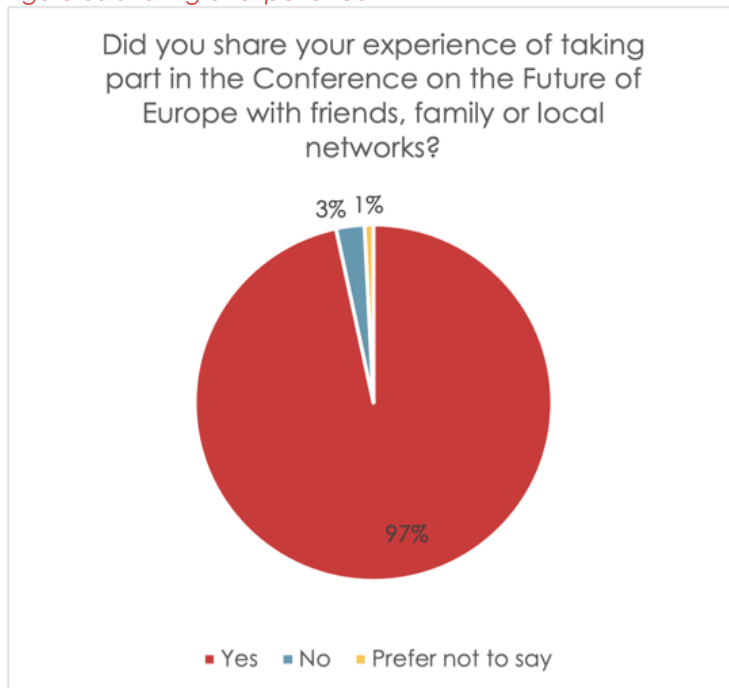
Source: post-event survey, analysis by Technopolis Group

Panel's recommendations

The participants felt that they were in control during the drafting of recommendations (81%), and the share of respondents who strongly agrees with this statement is 35%. It is in Panel 1 that participants felt the most in control, with 85% of agreement and 39% of strong agreement. In all Panels, between 6% (Panel 1, 2) and 10% (Panel 4) disagree with the statement, while the share of participants who are undecided is variable (8% in Panel 1 versus 15% in Panel 2). Most of the participants who strongly disagree with the statement are women (3% of all women, 1% of all men). However, women are also the group with the highest share of strong agreement (37% versus 33% for men). The gender group that felt the least that participants were in control during the drafting of the recommendations is the non-binary, with a high share of disagreement (25%) and low share of agreement (63%). The indecision is similar across gender groups.

Figure 67 Control in drafting recommendations, per panel
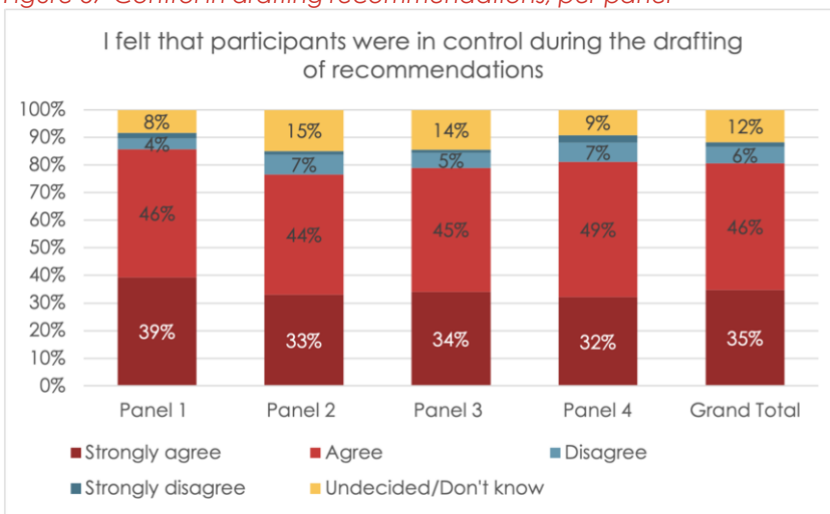
Source: post-event survey, analysis by Technopolis Group

Figure 68 Control in drafting recommendations, per gender
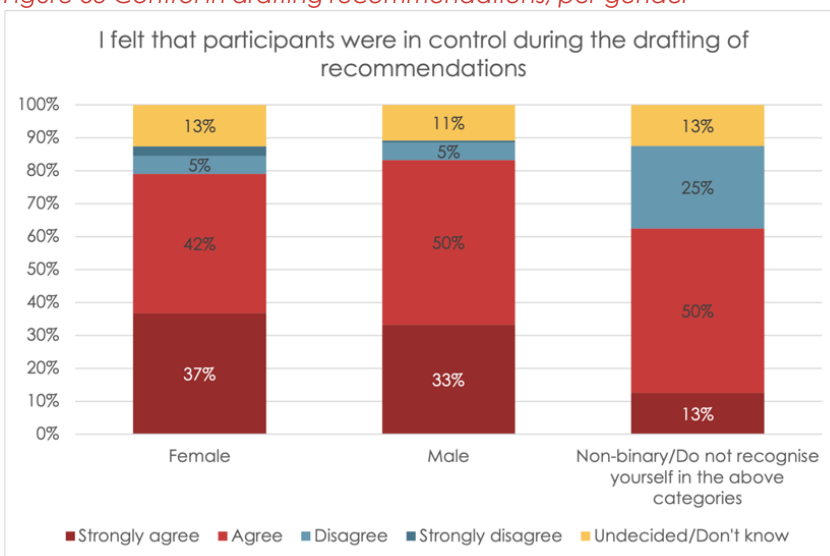
Source: post-event survey, analysis by Technopolis Group

As a result of the participants' ownership of the recommendations, the level of satisfaction in regard to the Panel's recommendation is positive, but variable within and across panels. Panel 4 shows the highest satisfaction, with the most important share of grade 10, and a limited number of answers below 7, resulting in an average satisfaction grade of 8,5. On the other side, Panel 2 has the highest share of grade 1, 5 and 6, while also the lowest share of grades 9 and 10 which results in the lowest average score: 7,8. Panel 1 and 3 have different situations leading to an identical average of 8,2: while Panel 1 balances its low grades with a high share of 10 (more distributed), Panel 3's most attributed grade is 8 but it has very few low grades (more concentrated).

The satisfaction in regard to the recommendations is very similar for respondents with a primary, secondary and post-secondary education level (all above a 8,5 grade), but is lower for the respondents with a university degree who grade their satisfaction with 7,9 on average.

Figure 69 Satisfaction with the recommendations
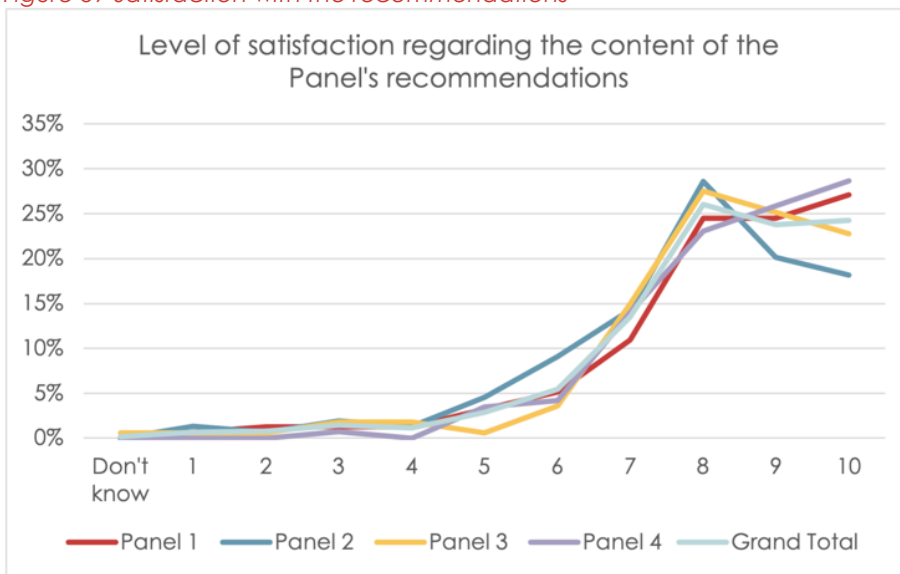
Source: post-event survey, analysis by Technopolis Group

Figure 70 Satisfaction with the recommendations, per panel
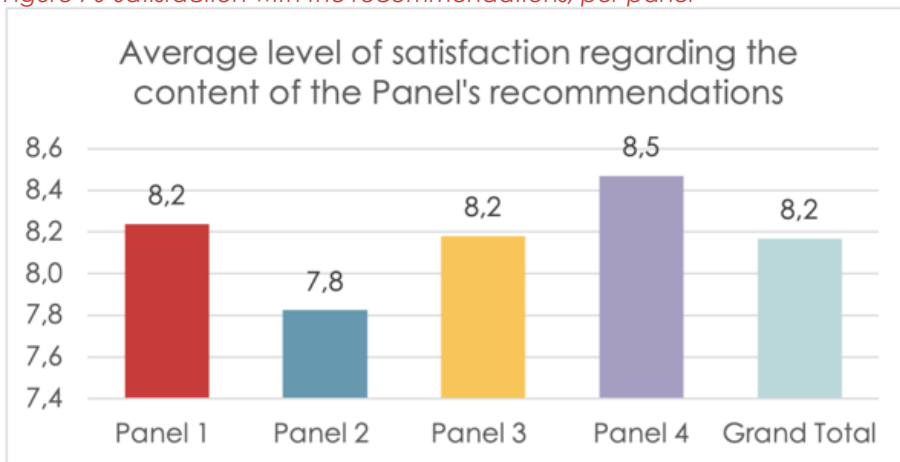
Source: post-event survey, analysis by Technopolis Group

Figure 71 Satisfaction with the recommendations, per education level

Average level of satisfaction regarding the content of the Panel's recommendations per education level
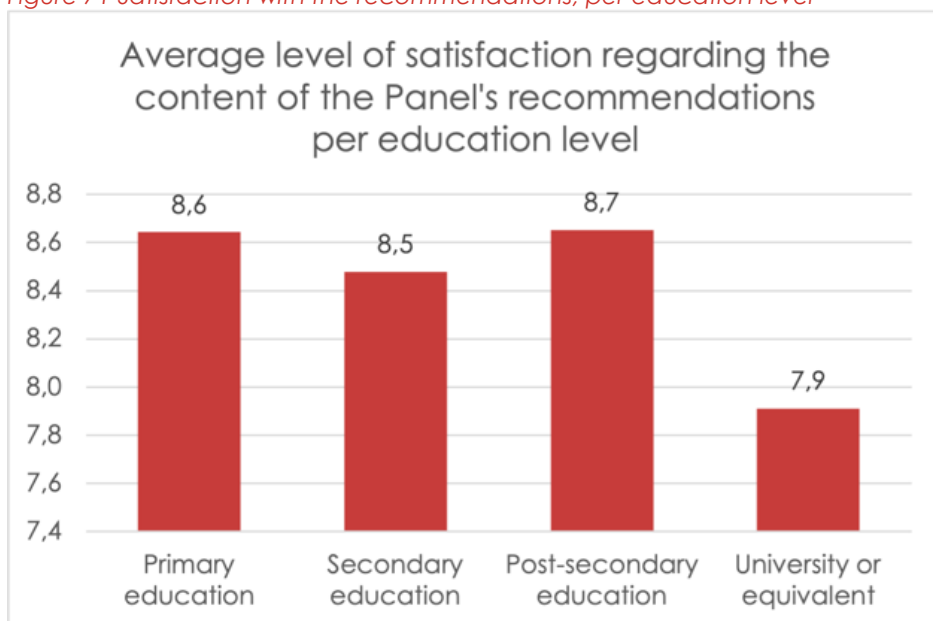
Source: post-event survey, analysis by Technopolis Group

Impact of Citizen Panel on EU perception

For a large majority of respondents, their participation to the Citizen Panel has made their image of EU and its direction more positive. 75% state that the image the EU conjures up to them is more positive than before the event, and 73% have a more positive perception of the direction the EU is taking than before. In both cases, the opinion of around a fifth of the population (19%) remained unchanged, while 2% to 4% have a less positive EU image/perception of the direction EU is taking. The remaining percentages are undecided.

The perception of the role of the EU has also increased positively overall. In particular the level of understanding of how the EU works and the perception that decisions should be taken at the EU level have increased for respectively 72% and 71% of participants. On the other side, only 1% and 2% of participants state that it decreased. For the other participants, the Citizen Panel either did not affect their perception (24% and 22% respectively) or they cannot answer the question (2% and 4%).

Focusing on the evolution of the image conjured up by the EU, differences can be observed based on the country of origin. The respondents of two countries in particular had all a better image of the EU after the Citizen Panel – Latvia and Croatia, as well as respondents from countries outside the EU. Luxembourg is the only country where most of the respondents answered that their image of EU remained the same.

The results for the perception that their voice counts in the EU are also positive, although slightly lower, in particular due to a higher share of respondents who "do not know" - 8%. The share of participants whose perception that their voice counts increased in 67% while those for who it decreased is 3%.

Figure 72 Evolution of EU image and perception
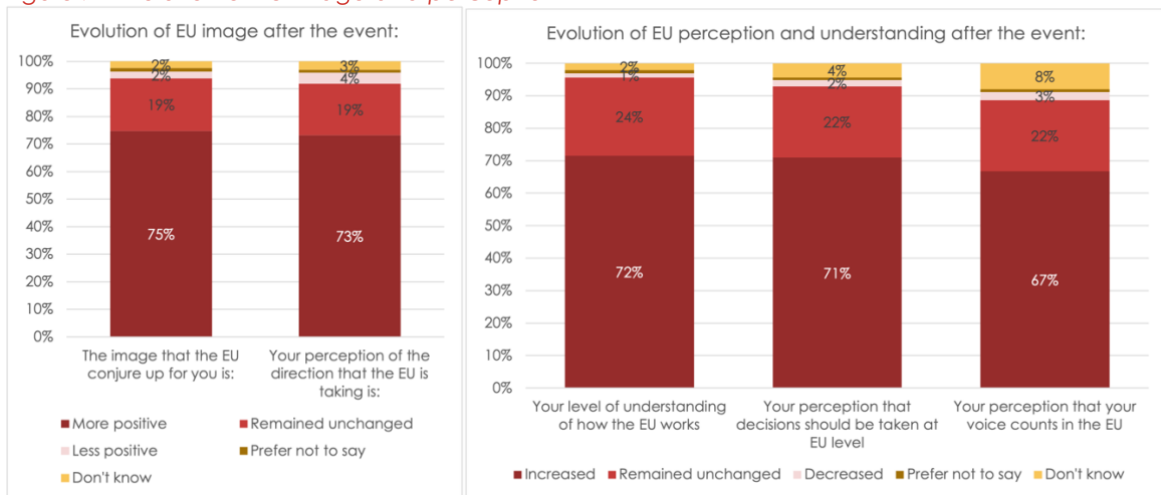
Source: post-event survey, analysis by Technopolis Group

Figure 73 Evolution of EU image and perception, per country
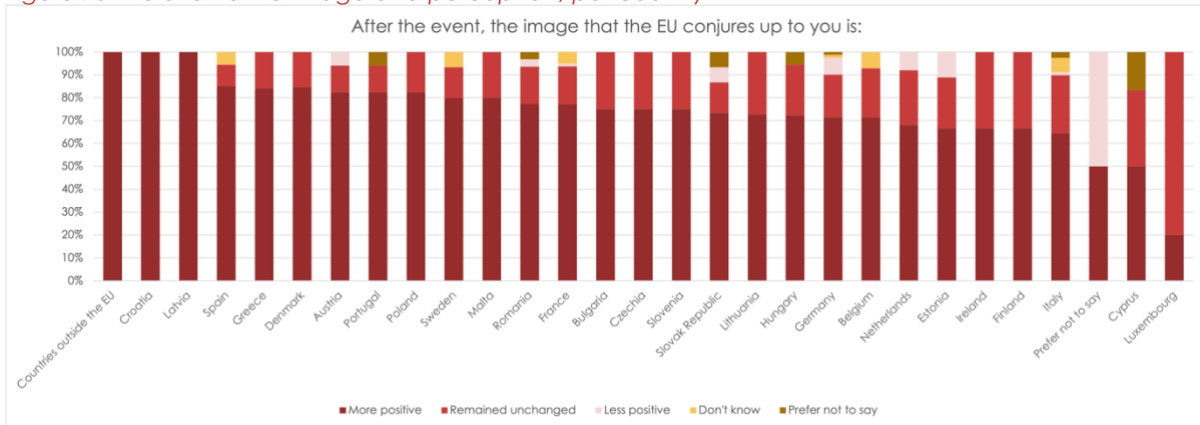
Source: post-event survey, analysis by Technopolis Group

The Citizen Panel also had a positive impact on the level of trust in the EU institutions, with about half of the participants saying that their level of trust after the event increased in the European Parliament (55%), the European Commission (48%) and the European Council (42%). Only 3% of respondents say that their level of trust in the EU institutions has decreased after the event.

On the other hand, for most participants the Citizen Panel did not impact their trust in the media, the United Nations, the European Central Bank, the Government in their country and the Parliament in their country, with between 62% and 71% of respondents whose level of trust remained unchanged. However, for the Government and Parliament in own country, the Citizen Panel almost impacted the trust of the participants negatively as respectively 11% and 9% say that their level of trust has decreased versus 13% who say that their trust in their national institutions increased.

Figure 74 Trust in institutions
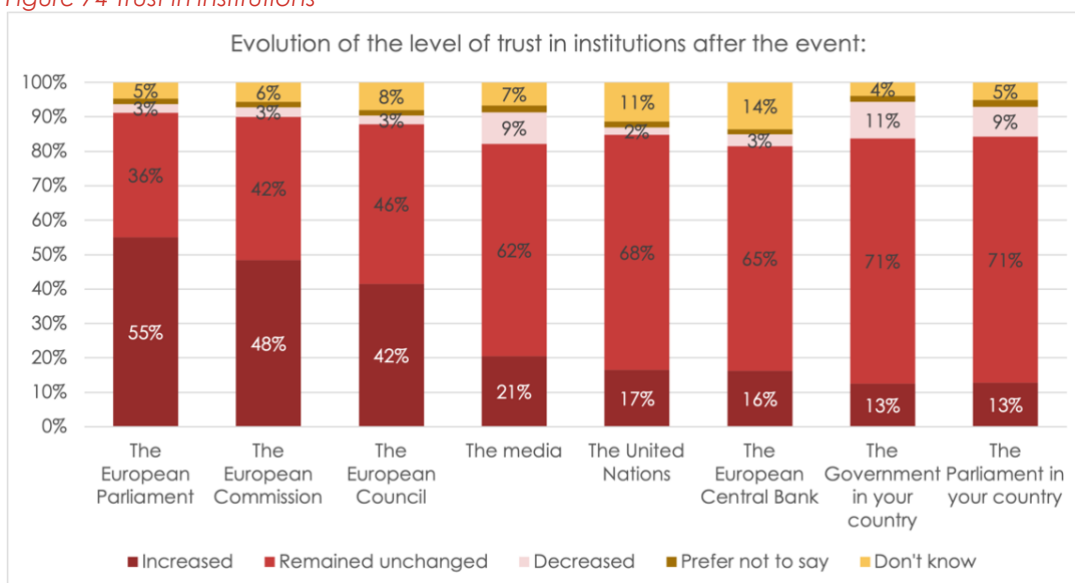
Source: post-event survey, analysis by Technopolis Group

Impact of Citizen Panel on knowledge of Panels topics

The Citizen Panel allowed the participants to gain knowledge on various societal topics, in particular as each panel was attributed a specific topic[66]. Consequently, in all cases, the knowledge of the topics increased more in the concerned panel than overall. However for all topics, there is a considerable share of respondents whose knowledge on their panel's topics remained the same - between 34% for education, culture, youth and sport (Panel 1) and 15% for the migration topic (Panel 4). The share of respondents whose knowledge have not increased is naturally larger when looking at the overall population of respondents (not only those from the concerned panel). However, for some topics, a majority of participants have gained knowledge even without being assigned to the specific panel – it is the case for European democracy (64%), Values and rights, rule of law, security (57%), Climate change and environment (53%), and A stronger economy, social justice and jobs (53%).

For all topics, the share of respondents who state that their knowledge has decreased is existing but very low – the highest being 3% of Panel 2 in topic "Values and rights, rule of law, security". Similarly, the share of respondents who do not know or who prefer not to say remains quite low, about 7%.

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[66] Panel 1 - Stronger economy, social justice, jobs / education, youth, culture, sport/ digital transformation ; Panel 2 - European Democracy/values, rights, rule of law, security ; Panel 3 - Climate change, environment/ health ; Panel 4 - EU in the world / migration

Figure 75 Evolution of panel topics

After the event, would you say that your knowledge of the following panel topics has?

(Education, culture, youth, and sport (Panel 1): Increased 62%, Remained unchanged 34%, Don't know 1%; Education, culture, youth, and sport (Overall): Increased 42%, Remained unchanged 51%, 0%; Digital transformation (Panel 1): Increased 77%, Remained unchanged 19%, 1%; Digital transformation (Overall): Increased 48%, Remained unchanged 45%, 1%; A stronger economy, social justice and jobs (Panel 1): Increased 72%, Remained unchanged 21%, 1%; A stronger economy, social justice and jobs (Overall): Increased 53%, Remained unchanged 39%, 0%)

■ Increased ■ Remained unchanged ■ Decreased ■ Prefer not to say ■ Don't know

After the event, would you say that your knowledge of the following panel topics has?

(Values and rights, rule of law, security (Panel 2): Increased 76%, Remained unchanged 18%, 3%; Values and rights, rule of law, security (Overall): Increased 57%, Remained unchanged 34%, 1%; European democracy (Panel 2): Increased 73%, Remained unchanged 23%, 1%; European democracy (Overall): Increased 64%, Remained unchanged 30%, 1%)

■ Increased ■ Remained unchanged ■ Decreased ■ Prefer not to say ■ Don't know

After the event, would you say that your knowledge of the following panel topics has?

(Health (Panel 3): Increased 72%, Remained unchanged 23%, 1%; Health (Overall): Increased 42%, Remained unchanged 48%, 1%; Climate change and environment (Panel 3): Increased 78%, Remained unchanged 18%, 1%; Climate change and environment (Overall): Increased 53%, Remained unchanged 40%, 1%)

■ Increased ■ Remained unchanged ■ Decreased ■ Prefer not to say ■ Don't know

After the event, would you say that your knowledge of the following panel topics has?

Legend: Increased, Remained unchanged, Decreased, Prefer not to say, Don't know

Source: post-event survey, analysis by Technopolis Group

B.2.1 Analysis of open answers

Additional barriers preventing citizens from participating until the end

Among the 662 participants that have completed the Final survey, **50** or 8% of the respondents have identified additional challenges that made it difficult for them to participate until the end of the process.

17 or 34% of the answers were from the Panel 1 participants, **13** or 26% from Panel 2, **12** or 24% from Panel 3 and **8** or 16% from Panel 4.

The type of challenges mentioned by the facilitators are the following:

- **24% of the open answers (or 12) mentioned difficulties related to logistical and travel issues**

Twelve participants stated that they faced logistical and travel issues to attend to the Citizens' Panels. Two participants mentioned that they arrived with some delay to the conference (due to a flight delayed for instance), consequently, it was difficult from them to understand the process as they have missed the introductory presentation. On the other hand, a participant stated that he had to leave early to the airport and was not able to attend to the part dedicated to voting on recommendations. Two participants deplored the fact that they received information regarding the travel arrangements with some delay (only a couple days before the event), while they would have preferred receiving the information several weeks prior to the event.

- **18% of the open answers (or 9) mentioned difficulties related to Covid sanitary situation**

Eight participants mentioned that the Covid sanitary situation constituted a barrier that made it difficult for them to participate to the Citizens Panels. Three participants stated that they could not attend to the event due to the Covid travel restrictions imposed by the countries where the event took. Two participants stated that they could not go to Florence, so they had to attend online, which diminished the quality of their participation to the Citizens Panels. On the other hand, one participant stated that due to the Covid pandemic, she or he did not feel safe to attend to the event face to face and preferred attending online.

- **16% of the open answers (or 8) mentioned difficulties related the highly demanding time schedule of the conference**

Eight participants mentioned that the timing of the conference was demanding and challenging, especially for older participants. Two participants highlighted the need for longer breaks and more free time for citizens. Two participants also insisted on the fact that the schedule of the conference was too tight, they would have appreciated having more time allocated to the process.

- **16% of the open answers (or 8) questioned the legitimacy and impact of the Citizens' Panels**

Four participants mentioned their doubts about the legitimacy of the Citizens' Panels. One participant stated that he has the feeling that the conference constitutes "a public relations campaign launched by the EU" instead a truly participative event. Finally, one participant deplores the lack of public media coverage of the Citizens Panels both before and during the event.

- **Three participants (or 6%) of responses mentioned issues linked to languages or translations.**

Two participants have mentioned that not mastering English constituted a challenge for them to be able to fully contribute and get involved in the Conference despite the existence of simultaneous translation. One participant stated being repetitively associated to the wrong language group as he is part of language minority group. He mentioned "Although I stated several times that my mother language is Hungarian, I was still assigned to subgroups without Hungarian language. I am from Slovakia, but I am a part of the Hungarian minority in that country".

- **Three participants (or 6%)** of responses mentioned the need for **more contributions from experts to guide distances** instead of "going in circles".
- **Three participants (or 6%)** of responses mentioned having **experienced health issues**, which prevented them from attending to the Citizens Panels.
- **Three participants (or 6%)** of responses mentioned the fact of experiencing **IT technical issues or not being familiar with online communication tools and computers** (especially for Session 2).

Suggestions for improvements for possible future editions of the Conference on the Future of Europe

Among the 662 participants that have completed the Final survey, **298** or 45% of the respondents have suggested elements of improvement for possible future editions of the Conference on the Future of Europe and the European Citizens' Panels.

61 or 20% of the answers were from the Panel 1 participants, **82** or 28% from Panel 2, **85** or 29% from Panel 3 and **69** or 23% from Panel 4.

- **In 35% of the open answers (or 105), the respondents suggested to allocate more time to the deliberations and other Panels' activities**

63 of those respondents would have preferred not being allocated enough time to deliberate, in their working groups and when formulating the recommendations. They suggest planning additional time (+ 1 or 2 days) for each session or to extend the number of sessions. This suggestion is motivated by the desire to develop more in-depth discussions in the view of producing more concrete recommendations.

21 participants shared having experienced heavy workload, during stressful and long working days, hampering the quality of the debates, and their ability to find consensus for the writing of the recommendations.

Additionally, few respondents expressed the need for allocating more time to the experts' presentation or to social events, allowing more informal time between the participants.

- **In 22% of the open answers (or 65), the respondents formulated suggestions to improve the design of the event**

A large number of them (43) suggested to give more room to socialising between citizens, i.e. to be given more free time and opportunities to discuss informally around the formal discussion times. This suggestion is motivated by the desire to ease the process in reaching consensus and compromises between citizens.

Several citizens (13) formulated several suggestions for the improvement of the clarity, quality and transparency of the deliberative process. 1) to provide participants with written follow-up of progress between sessions and also during each session. 2) To improve the explanation of the conduct of the meeting, at the beginning of each meeting, to understand better the different steps of discussions. 3) To reduce the fragmentation of of the debates and by reducing the number integrated vision of related problems was lacking. 4) A smaller panel than 200 people, allowing more interactions between people and preventing from people staying among their own compatriots. 5) To better inform the participants, prior the debates on the already implemented public policies, in order that they don't debate on solutions already existing. 6) To ensure confidential and strict voting procedures (e.g., avoiding the possibility to vote for someone else).

- **In 10% of the open answers (or 30), the respondents suggested different ways to follow up on the outcomes of the European Citizens Panels and the COFE outcomes**

Most of them (16) simply expressed their satisfaction towards the event, wishing to take part again in such deliberative process at the EU level of decision-making, or national/local. Few participants (3) shared their desire to have the possibility to continue being involved in an extended version of the deliberative process, sharing their own daily life experiences, concerns, and expectations as European citizens.

Several of them hope (11) that the potential implementation of the recommendations and proposals will make a positive impact on EU and national decisions (and receive detailed feedback on the impact produced).

Finally, some respondents (6) wish the European Citizens Panels, and its deliberative process to become a permanent practice.

- **In 10% of the open answers (or 29), the respondents would have preferred to receive more information prior the Panels activities**

Those citizens communicated difficulties to be totally aware of the process of the discussion from the beginning to the end, in order to better manage time efficiently. Two of them communicated that they had a good understanding of the organisation of the process only after the start of the third session. Additionally, the citizens suggested to be provided with more information or time in advance to better tackle the complex topics to be discussed.

- **In 7% of the open answers (or 22), the respondents provided suggestions to improve the role and the involvement of the experts**

Several respondents (15) wished they could have closer interactions with the experts. They suggested to increase the opportunity to ask experts for clarification on emerging doubts during discussions (throughout the three sessions, but also within the working group discussions). Moreover, the participants would have preferred to engaging genuine interaction with the experts, allowing them to ask more questions, and receive more detailed and tailored answers.

Some respondents (3) suggested to recruit experts more with an academic expertise or professional expertise of the discussed topic, while others (2) would have appreciated to ask

questions to broader selection of experts, presenting different opinions and perspectives on a same topic.

- **In 7% of the open answers (or 20), the respondents provided suggestions towards the attribution of topics to the participants**

All of those respondents expressed their desire to gain more autonomy in selecting the topics they would discuss about. A first underlying motivation is to bring individual and prior expertise to the discussed topic as a participant to the discussions. A second motivation is to remain focus on a single topic (if preferred) to guarantee a more in-depth scrutiny of the topic debated, or, on the opposite, to better diversify the range of topics addressed by a participant.

- **In 5% of the open answers (or 16), the respondents suggested improvements regarding the translations/interpretations**

Several respondents (6) noticed difficulties in ensuring a good interpretation of the event and its activities but praised the organisers for the efforts to tackle this challenge. Other would have wished (3) to be provided with more regular translations, especially during the moderation of the discussions. Few respondents (4) advised to avoid using simultaneous Google Translations using spreadsheet software.

- **In 5% of the open answers (or 15), the respondents expressed their willingness to improve the diversity among the participants**

Few respondents (3) wished to set maximum threshold limiting the number of people from the same nationality. Others observed (5) a too strong homogeneity among the panellist regarding ethic and social background or origins.

- **Eight participants (or 3%)** advised to avoid organising online session for deliberations: they faced IT issues or missed human contact to properly interact and debate.
- **Seven participants (or 2%)** respondents wished a better visibility and communication of the event in the media and the social media
- **Three participants (or 1%)** shared issues faced with facilitators, such as unequal distribution of the speaking time between panelists.

Post-event survey results and analysis (facilitators)

Survey format

The Facilitator survey is a short questionnaire (16 questions) which mainly comprises closed questions and only one open question. It covers:

- Overall satisfaction regarding the event as whole
- Satisfaction with the accessibility of the event for the citizens, the quality of the interpretation and the translations, the experts' inputs, the information provided to the citizens, the impartiality and the quality of the debates and the drafting of the recommendations and the impact the event.
- Feedback on the usefulness of the different elements that compose the Panel (plenaries, experts' contributions, subgroup discussions, informal exchanges).

Survey dissemination

The facilitators' survey was shared with the facilitators' coordinators (belonging to the four consortium members – Missions Publiques, Tekno, Deliberativa and Ifok) on 9 March. The facilitators' coordinators were kindly asked to share an introduction email outlining the survey's objectives and providing a link to complete the survey. This email stressed on the fact that the data collected will be analysed in an anonymised and aggregated manner. Furthermore, it informed facilitators that the last question of the survey asks facilitators whether they would be interested in being invited to an online interview. The approach of sharing the survey via the facilitators' coordinators was preferred as to ensure the privacy of the facilitators and avoid using their contact details to share the survey.

The survey was initially available starting from 9 to 21 March. This initial deadline was extended to 4 April to increase the response rate. The facilitators' coordinators were kindly asked to send two reminders to facilitators (on 21 and 28 March). The facilitators' survey used the EU Survey Platform.

Response rate

In total 96 facilitators took part in the event. 84 were external consultants hired specifically for the Citizens' Panels and 12 were internal staff who were part of the four consortium members and who took on the role of facilitator[67].

Overall, **32 responses** were submitted. The **response rate was therefore 33%**.

Two open questions were asked to the facilitators:

- **25** (or 75%) respondents have shared the main challenges faced while moderating working groups online (compared to working groups organised face-to-face)
- **25** (or 75%) **respondents** have shared suggestions for improvement of future editions of the Conference on the Future of Europe.

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[67] Based on the interview conducted with Missions Publiques in June 2022.

B.3.1   Characteristics of respondents

Figure 76 Participation in Panels

Number of facilitators, responding the survey, who took part in :
n=32

Panel 1 · Panel 2 · Panel 3 · Panel 4
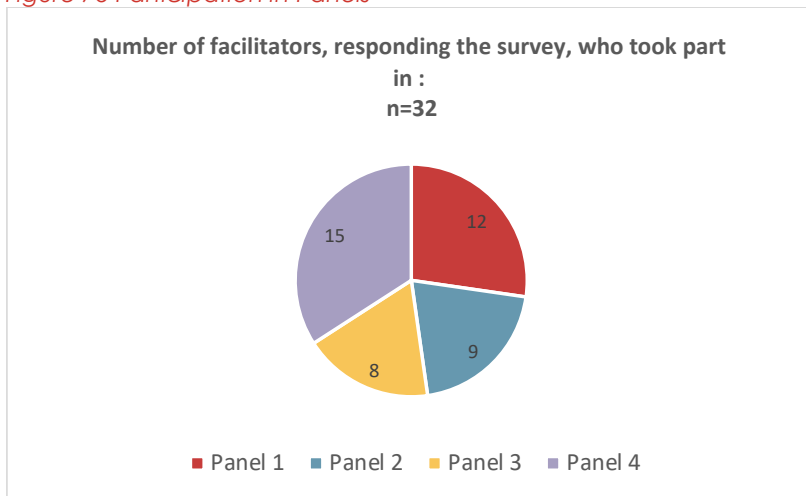
Source: post-event survey, analysis by Technopolis Group

Panel 4 received the largest number of responses from facilitators according to the survey, 47% (15) of the respondents declaring taking part in this panel. Conversely, Panel 3 and Panel 4 welcomed the lowest number of facilitators' responses to the survey, with only 25% (or 8) and 28% (9). 12 responses for Panel 3.

Figure 77 Participation in the sessions

Number of facilitators, responding the survey, who took part in :
n=32

Session 1 · Session 2 · Session 3
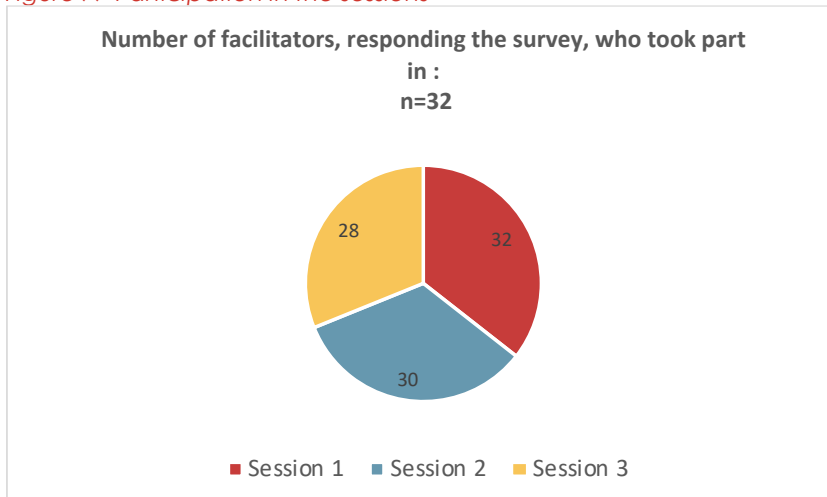
Source: post-event survey, analysis by Technopolis Group

All survey facilitators responding to the survey took part in Session 1, while 94% (or 30) took part in Session 2 and 88% (or 28) took part in Session 3.

B.3.2   Analysis of the survey responses

Overall satisfaction

Figure 78 Overall satisfaction towards the event

Thinking about the European Citizens' Panels as a whole (sessions 1 to 3), how would you grade your level of satisfaction with:
n=32

The general atmosphere	3% 3% 31% 41% 22%	
The event as a whole	3% 6% 22% 25% 34% 9%	
The social activities	3% 6% 6% 13% 13% 38% 16% 6%	
The logistical organization	6% 9% 25% 19% 31% 9%	

Don't know ■1 ■2 ■3 ■4 ■5 ■6 ■7 ■8 ■9 ■10
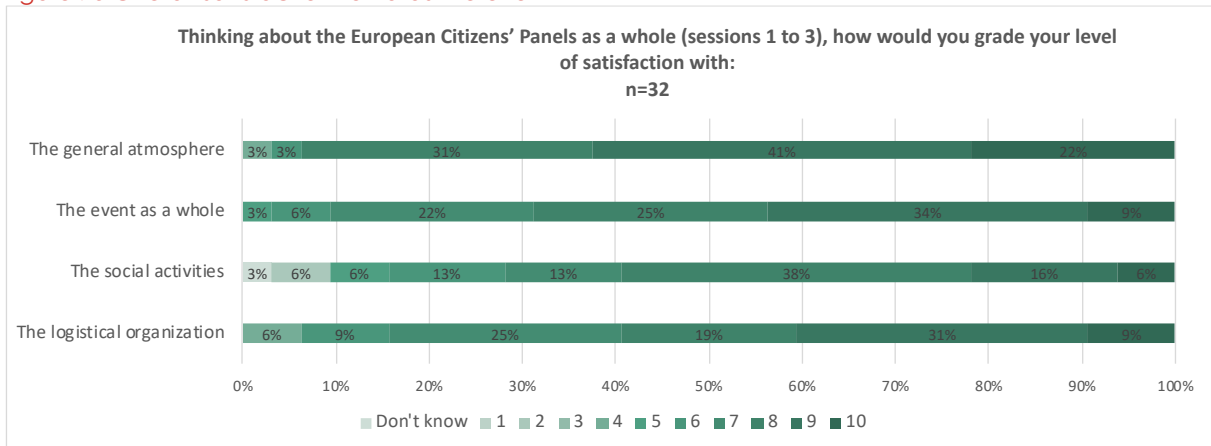
Source: post-event survey, analysis by Technopolis Group

Grading from 1 (bad) to 10 (good), the event as whole received the average grade of 8.1 (34% graded with a 9 and 9% with a 10). The 32 facilitators gave an average grade of 8.7 for the general atmosphere with 41% of the respondents grading with 9 and 22% with a 10. The logistical organisation and the social activities received respectively an average grade of 7.8 and 7.3.

Figure 79 Satisfaction with the support received
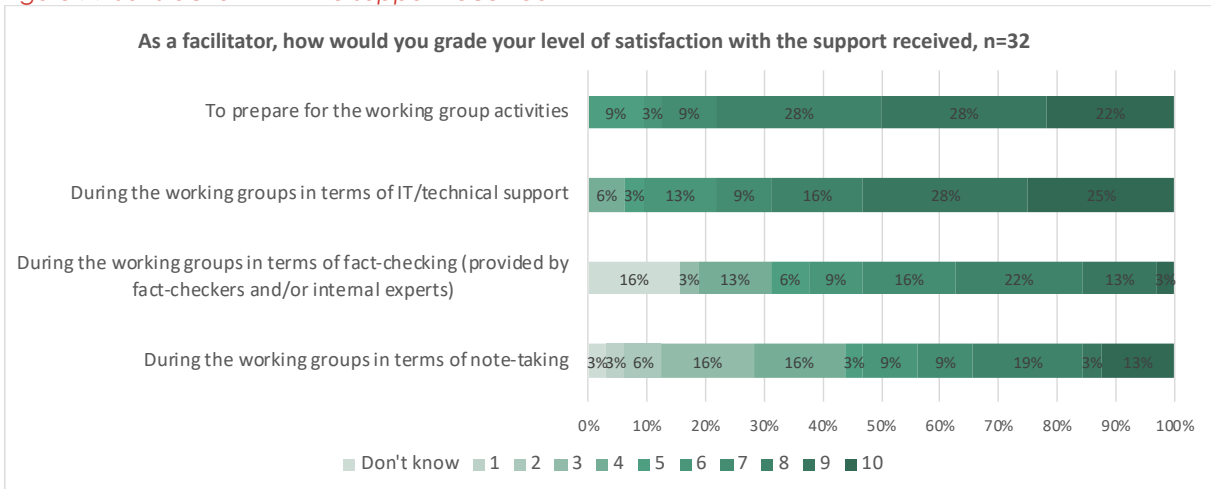
As a facilitator, how would you grade your level of satisfaction with the support received, n=32

To prepare for the working group activities	9% 3% 9% 28% 28% 22%	
During the working groups in terms of IT/technical support	6% 3% 13% 9% 16% 28% 25%	
During the working groups in terms of fact-checking (provided by fact-checkers and/or internal experts)	16% 3% 13% 6% 9% 16% 22% 13% 3%	
During the working groups in terms of note-taking	3% 3% 6% 16% 16% 3% 9% 9% 19% 3% 13%	

Don't know ■1 ■2 ■3 ■4 ■5 ■6 ■7 ■8 ■9 ■10

Source: post-event survey, analysis by Technopolis Group

The facilitators responding to the survey were satisfied with the support given to prepare for the working group activities with an average satisfaction grade of 8.3 and with the support given during the working groups in terms of IT/technical support (average grade of 8.1).

They were relatively satisfied with the support provided to them during the working groups in terms of fact-checking: average grade of 6.8 with 13% and 6% of the respondents given a grade of 4 and 5. Finally, the respondents were slightly dissatisfied with the support received during the working groups in terms of notetaking, with an average grade of 5.8. 16% of the respondents gave a grade of 3 and 4.

Accessibility

Figure 80 Perception towards the event's accessibility

To what extent do you agree or disagree with the following statements?
n= 32

The audio and IT equipment used were accessible to everyone — Strongly agree 16%, Agree 50%, Undecided 9%, Disagree 16%, Strongly disagree 3%, Don't know 6%

The venues were equipped to accommodate people with a disability — Strongly agree 9%, Agree 38%, Undecided 16%, Disagree 9%, Don't know 28%

The choice of accommodation provided was equipped to accommodate people with a disability — Strongly agree 3%, Agree 6%, Undecided 13%, Disagree 3%, Don't know 75%

Legend: ■ Strongly agree ■ Agree ■ Undecided ■ Disagree ■ Strongly disagree ■ Don't know

Source: post-event survey, analysis by Technopolis Group

Regarding the measures implemented to ensure the event's accessibility, most of the respondents (66%) observed the audio and IT equipment used were accessible to everyone. Less than half of the respondents (47%) confirmed that the venues were equipped to accommodate people with a disability, while 28% of them couldn't have a say on it. Most of the respondents (75%) couldn't confirm whether the venues were equipped to accommodate people with a disability, and 13% were undecided about it.

Multilingualism

Figure 81 Satisfaction with the interpretation and the translation
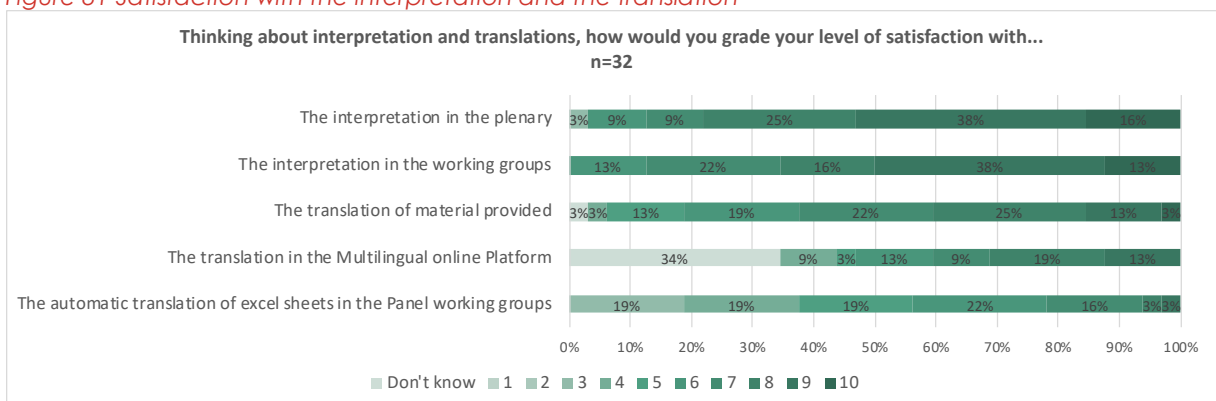
Thinking about interpretation and translations, how would you grade your level of satisfaction with...
n=32

The interpretation in the plenary — 3%, 9%, 9%, 25%, 38%, 16%

The interpretation in the working groups — 13%, 22%, 16%, 38%, 13%

The translation of material provided — 3%, 3%, 13%, 19%, 22%, 25%, 13%, 3%

The translation in the Multilingual online Platform — 34%, 9%, 3%, 13%, 9%, 19%, 13%

The automatic translation of excel sheets in the Panel working groups — 19%, 19%, 19%, 22%, 16%, 3%, 3%

Legend: ■ Don't know ■ 1 ■ 2 ■ 3 ■ 4 ■ 5 ■ 6 ■ 7 ■ 8 ■ 9 ■ 10

Source: post-event survey, analysis by Technopolis Group

The facilitators responding to the survey declared being satisfied with the interpretation in the plenary (average grade of 8.3) and the interpretation in the working groups (average grade of 8.2). They also confirmed being satisfied with the translation of the material provided (average grade of 7.1) and the translation in the Multilingual Platform (average grade of 7), but 11 respondents couldn't give an observation for the latter. However, just a few respondents declared being satisfied with the automatic translation of spreadsheets in the Panel working groups (average grade of 5.2).

Experts

Figure 82 Perception of the experts' input

To what extent do you agree or disagree with the following statements?
n=32

Statement	Strongly agree	Agree	Undecided	Disagree	Strongly disagree
The presentation of the experts was impartial		25%	47%	22%	6%
The presentations of the experts in the Conference Plenary used a language that was accessible and easy to understand	9%	47%	16%	25%	3%
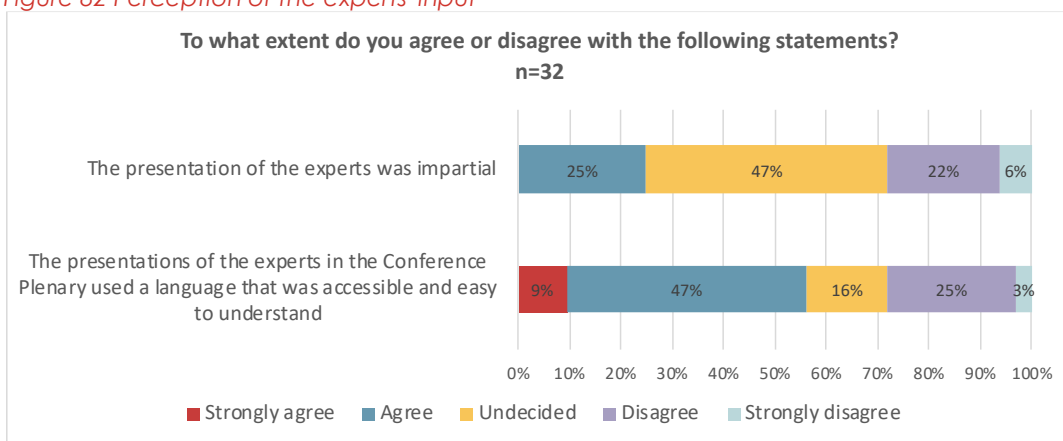
Source: post-event survey, analysis by Technopolis Group

A bit less than the half of the respondents (47%) couldn't have a say on whether the presentation of the experts was impartial, while 25% agreed with it and 28% disagreed. More than the half (56%) of the respondents agreed with the fact that the presentations of the experts in the Conference Plenary used language that was accessible and easy to understand, while 28% disagreed.

Information Input

Figure 83 Perception of the information material received by the participants

Thinking about the information material received and the inputs of the policy experts, to what extent do you agree or disagree with the following statements?
n=32

Statement	Strongly agree	Agree	Undecided	Disagree	Strongly disagree	Don't know
The participants had the possibility to ask for additional information	31%	53%	6%	6%	0%	3%
The participants have received enough information regarding the process' purpose, its structure and what will happen with the results	16%	53%	9%	16%	3%	3%
The participants have received enough information about deliberative and dialogue-based processes (such as the European Citizens' Panels)	9%	47%	19%	16%	0%	9%
The participants have received enough information on the topics covered during the Panels	6%	38%	19%	25%	6%	6%
The participants have received enough information regarding how the EU functions	6%	34%	25%	22%	9%	3%
The information material received, and the inputs of the policy experts were fairly balanced and provided a diverse range of views	6%	31%	47%	9%	3%	3%
The participants have received enough information on the challenges and needs of underrepresented groups (linguistic minorities, people with disabilities,…	0%	16%	25%	22%	13%	25%

Source: post-event survey, analysis by Technopolis Group

Regarding the information material received and the inputs of the policy experts, most of the respondents (84%) observed that the participants had the possibility to ask for additional information. Most respondents also confirmed that the participants had received enough information regarding the process' purpose, its structure and what will happen with the results (69%) and that they had received enough information about deliberative and dialogue-based processes (56%). A bit less than the half of the respondents observed the participants had received enough information on the topics covered during the Panels (44%) (and 21% were undecided about it) and that they had received enough information regarding how the EU

functions (41%). 38% of the respondents observed the information material received, and the inputs of the policy experts being fairly balanced and providing a diverse range of views.

Conversely, more than one-third of the respondents (34%) answered that the participants didn't receive enough information on the challenges and needs of underrepresented groups and 25% were undecided about it.

Impartiality & Quality of debate

Figure 84 Perception of the debates' impartiality

To what extent do you agree or disagree with the following statements?
n=32

Statement	Strongly agree	Agree	Undecided	Disagree	Strongly disagree	Don't know
The choices of deliberative methods used to find agreements were impartial	25%	59%	6%	6%	3%	
The general process was impartial	25%	34%	22%	19%		
The role of the commissioning authorities (European Commission, European Parliament and European Council) was impartial	13%	28%	31%	16%	6%	6%

Source: post-event survey, analysis by Technopolis Group

Most respondents (84%) confirmed that the choices of deliberative methods used to find agreements were impartial. Likewise, a large majority (59%) judged the general process as impartial. Conversely, only 41% found the role of the commissioning authorities (European Commission, European Parliament, and European Council) was impartial, with 31% being undecided about it.

Figure 85 Perception of the quality of the debates

Looking at the overall design and duration of the different sessions, to what extent do you agree or disagree with the following statements?
n=32

Statement	Strongly agree	Agree	Undecided	Disagree	Strongly disagree	Don't know
Participants were given enough time to contribute to drafting the recommendations	3%	66%	9%	13%	3%	6%
Participants were given enough time to weigh the evidence and deliberate during the event	3%	44%	25%	22%		6%
Participants were given enough time to learn before the event	3%	25%	19%	25%	13%	16%

Source: post-event survey, analysis by Technopolis Group

A large majority (69%) confirmed that the participants were given enough time to contribute to drafting the recommendations. Less than the half of the respondents (47%) observed that the participants were given enough time to weigh the evidence and deliberate during the event, with 28% observing the opposite. 38% of the respondents affirmed that participants were not given enough time to learn before the event, while 25% of them declared the opposite.

Recommendations and impacts of the Citizens' Panels

Figure 86 Participants' control of the drafting of recommendations

To what extent do you agree or disagree with the following statement?
n=32

I felt that participants were in control during the drafting of recommendations

Strongly agree	Agree	Undecided	Don't know
16%	63%	16%	6%

■ Strongly agree　■ Agree　■ Undecided　■ Disagree　■ Strongly disagree　■ Don't know
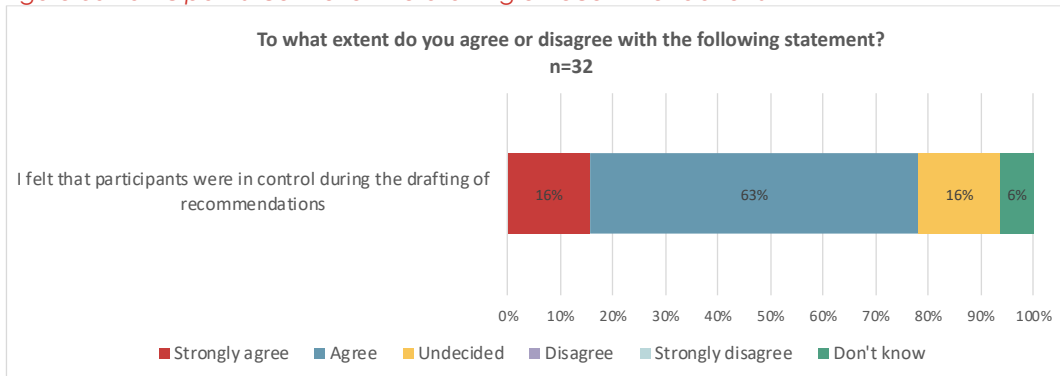
Source: post-event survey, analysis by Technopolis Group

A large majority of the facilitators answering the survey (78%) judged participants in control during the drafting of recommendations.

Figure 87 Perception of the recommendations reflecting the participants' opinions

Thinking about Conference on the Future of Europe as a whole, to what extent were participants' opinions taken into account in the Panel's recommendations?
n=32

- Fully: 25%
- High extent: 56%
- Medium extent: 6%
- Don't know: 13%

■ Fully　■ High extent　■ Medium extent　■ Don't know
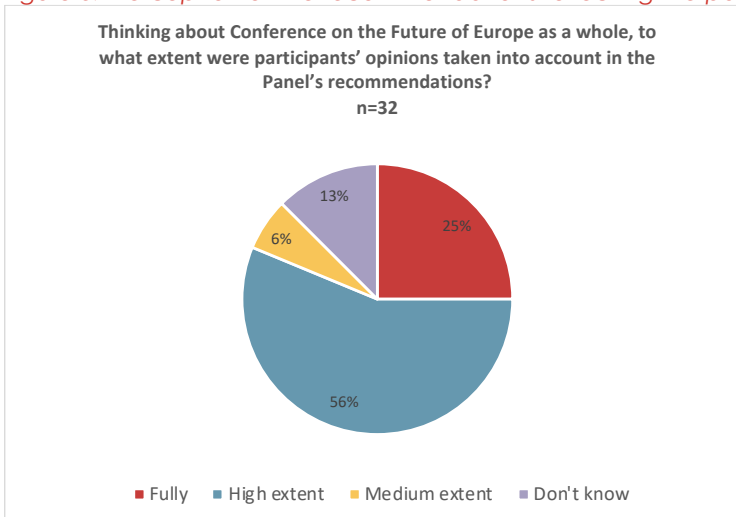
Source: post-event survey, analysis by Technopolis Group

Most of the respondents (81%) considered that the participants' opinions have been taken into account in the Panel's recommendations

Figure 88 Level of satisfaction with the Panel recommendations

How would you grade your level of satisfaction with the following...
n=31

| the content of your Panel(s) recommendations | 13% | 3% | 6% | 13% | 35% | 26% | 3% |

Don't know ■1 ■2 ■3 ■4 ■5 ■6 ■7 ■8 ■9 ■10
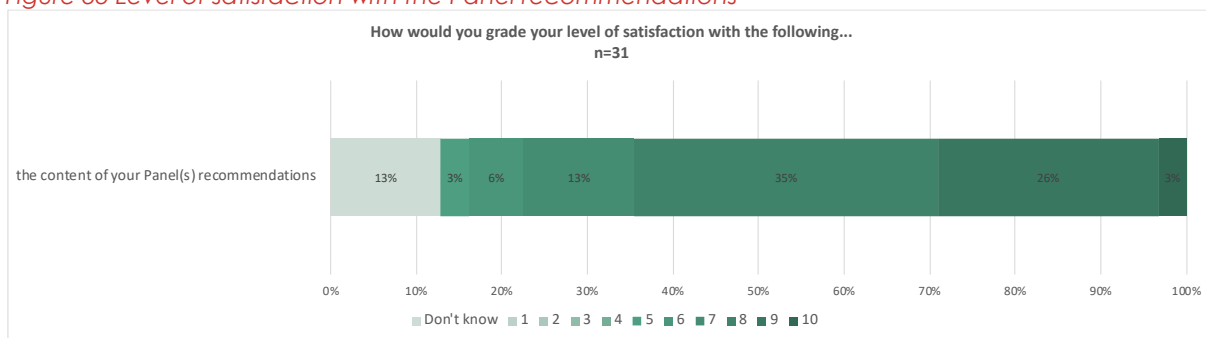
Source: post-event survey, analysis by Technopolis Group

The respondents were satisfied with the content of their respective Panel(s) recommendations (average grade of 7.96). With 26% of the respondents grading their satisfaction with 9 and 35% with 8.

B.3.3 Challenges and suggestions/recommendations from facilitators (open answers)

Challenges when moderating working groups online

Among the 32 facilitators completing to the survey, **25** (or 75%) respondents have shared the main challenges that have faced while moderating working groups online (compared to working groups organised face-to-face)

10 or 31% of the answers were from the Panel 1 participants, **1** or 3% from Panel 2, **6** or 19% from Panel 3 and **7** or 22% from Panel 4.

The type of challenges mentioned by the facilitators are the following:

- **34% of the open answers (or 11) mentioned difficulties to motivate participants to remain engaged and interactive throughout the entire session**

Eleven facilitators considered that ensuring citizens' continuous engagement was a challenge. One facilitator highlighted the fact that he had to repetitively urge participants to contribute, this was especially needed for the youngest participants. Two facilitators stressed on the difficulty to engage with participants equally when some citizens had one-to-one interactions (through the online chat box) rather than an exchange shared will all working group members. Furthermore, the chat box made it more difficult for the facilitators to identify which message were relevant or not. Three facilitators mentioned that the citizens were more interactive and motivated at the start of Session 2. However, citizens seemed "more tired" by the end of the event and were contributed to a lesser extent. As stated by a respondent, "it was very hard to keep the citizens focused and productive".

- **22% of the open answers (or 7) mentioned technical issues linked to the online format of Session 2**

The seven facilitators that mentioned this challenge have identified several technical issues, including confusions for the citizens regarding the links to join the online sessions, IT problems linked to the sound or the camera not functioning properly, as well as a slow internet speed. One facilitator mentioned the fact that these technical problems were mainly faced at the start of the event, as citizens needed a bit of time "to get a hang of the technology". Another facilitator started the fact that the interface used for the online sessions (Interactio) was not the most user friendly, compared to Zoom for instance, as it is not possible to "see the hands up on the picture of the participants wishing to intervene". Two facilitators mentioned the fact of not

having the feature of muting the participants as a challenge, as they could not control participants' interventions.

- **16% of the open answers (or 5) mentioned difficulties to multi-task (specially to moderate and take notes)**

The five facilitators that mentioned the fact that online facilitation is more challenging as it requires more multi-tasking compared to onsite facilitation. One facilitator highlighted the challenge to moderate online as citizens can be distracted by external elements happening around them. The facilitator is unable to control the participants' environment to ensure optimal work conditions and focus. The facilitators mentioned having an assistant to take notes would have been easier, especially that facilitators needed to use multiple applications and devices simultaneously. It is interesting to highlight that one facilitator considered that running the sessions online was less challenging and more convenient than the live sessions. As the facilitator stated "conducting a meeting live requires more focus on the people, during the online session I was able to use my notes and other materials more efficiently. The online meeting participants were as involved as they were in the live meetings".

- **12,5% of the open answers (or 4) mentioned difficulties linked to the duration of Session 2**

The four facilitators that mentioned timing constraints stressed on the "excessively tight time schedule". One facilitator mentioned the extended hours of screen time, which affected the level of interaction and productivity of citizens. As stated by another facilitator, "3 full time online days are more tiring then 3 offline days. This was visible in the mood of participants at the end of Session 2".

- **12,5% of the open answers (or 4) mentioned the lack of "personal touch" and informal time**

The four facilitators that mentioned the lack of personal touch stated that the online format causes some type of distance among participants. This is particularly reinforced by the fact that participants could not have informal discussions and social time (such as the discussions happening during the coffee break in a face-to-face event). One facilitator mentioned that the lack of personal touch can cause misunderstandings, as it is easier to understand gestures and postures in an onsite event.

- **12,5% of the open answers (or 4) mentioned the challenge of not being able to see participants**

The four facilitators that identified not being able to see the participants as a challenge highlighted the fact that with the Interactio tool, the participants can be seen by the facilitator only if they have taken the floor to intervene. Therefore, participants who showed up late and did not speak were not visible on the screen of the facilitators. Consequently, the facilitators could not focus its attention to all participants equally. One respondent stated, "the facilitator is focusing most of its energy and attention on the ones they can see, which is a third, or maybe half of the group". Furthermore, two mentioned that it is hard to keep everyone on the same level of attention as some participants had their cameras on while others did not (either they preferred not turning on their cameras or they experienced technical issues).

- **9% of the open answers (or 3) mentioned translation issues**

The three facilitators that identified the translation issues mentioned that it was difficult for them to deal with language issues during the discussions as well as in the spreadsheets. One facilitator mentioned that there were delays in the translation because the translation was done first in English and then in the other languages. The technical issues caused breaks in the translation. Participants had to wait for the issues to be fixed, which reduced the time for discussions in the sub-groups. It is interesting to note that one facilitator was particularly satisfied with the translation during Session 2, mentioning that "online live translation worked faultless and easy".

Suggestions for improvement of future editions of the Conference and Panels

Among the 32 facilitators completing to the survey, **25** or 75% respondents have shared suggestions for improvement of future editions of the Conference on the Future of Europe.

10 or 31% of the answers were from the Panel 1 participants, **1** or 3% from Panel 2, **6** or 19% from Panel 3 and **7** or 22% from Panel 4. It is interesting to note that the facilitators that did not provide suggestions for improvements are the same ones who did not share challenged faced during Session 2. Among the suggestions identified by facilitators:

- **44% of the open answers (or 14) provided suggestions to improve the design of the Citizens' Panels**

Among the suggestions mentioned to improve the design of the Citizens' Panels:

- Creating a **breakout session** to respond to questions addressed by citizens.
- Conducting the different sessions of each panel in the **same location**.
- Conducting a **preliminary informal session** for all participants (this could be online) that would be entirely devoted to teambuilding, getting to know each other, and learning about the role of citizens in the process.
- **Narrowing the scope** of the topics tackled by the panels, this suggestion was mentioned by three facilitators. Topics could be framed more specifically (responding to specific questions from the EU institutions or EU stakeholders to citizens).
- Improving the **design of the feedback sessions** (between different groups). One facilitator stated that these sessions should be scheduled in a way not to "create interference with other tasks".
- Improving **group interaction** between sessions.
- Designing **smaller panels** in terms of citizens.
- Including "**emotional managing spaces**", improving facilitation towards fostering team building and group culture.
- Having **more space to move** around the working room which will encourage more informal conversations.

- **25% of the open answers (or 8) provided suggestions to better use experts and factcheckers in the context of the Citizens' Panels**

Three facilitators have stressed on the need for experts to better adjust their talks to citizens and simplify them. Several experts use very technical terms (for instance blockchain) that not all citizens can fully grasp. One facilitator suggested that experts can back up their presentations with visuals and provide a glossary of key terms to participants. One the other hand, a facilitator mentioned that experts can get a "how to talk to citizens" training before taking part in an event such as the Citizens' Panels. Three experts have mentioned the importance of a diverse and inclusive pool of experts. One facilitated highlighted the importance of inviting a broad range of stakeholders (including NGOs and institutions) but also experts with a practical and hands on background. This could include minority representatives and refugees for example. One facilitator mentioned that having experts in EU law and administration would have been useful to support citizens (and facilitators) in ensuring that the recommendations framed are in line with existing EU regulations. Two facilitators stressed on the need to have fact-checkers easily accessible (either by being physically present or available via online calls). Finally, two respondents insisted on the need for the governance process to be more independent, especially when it comes to the choice of experts.

- **28% of the open answers (or 8) provided suggestions for improving the allocation of time dedicated to specific activities**

Among the suggestions shared by the 8 facilitators linked to timing, one respondent suggested shorter days and additional session, while another facilitator suggested adding one day of work to each session. One respondent mentioned the importance to have more time for deliberation while another facilitator insisted on the need to allocate more time for the work performed within the group (in session 1) vs. the time allocated to the work in the plenary. Finally, one facilitator suggested more time for the elaboration and the fine-tuning of the sessions' methodologies, so that changes during the sessions are avoided as much as possible.

- **16% of the open answers (or 5) recommended that more (and better) information should be given to the participants**

Among the suggestions shared by the 5 facilitators linked to information shared with participants, one facilitator mentioned the importance of more accessible educational and informational material for participants. Another responded identified the importance of more time for preparing the citizens' participation, both in terms of content inputs, process requirements, and expected outputs. One respondent deplored the fact that citizens could not have access to the material they had produced between sessions to better prepare for the following session. Finally, one participant mentioned the importance of more compressed information but also related to the functioning of the EU.

- **12,5% of the open answers (or 4) mentioned the need to have note-takers**

The four facilitators mentioned that there should be note-takers from the outset that could act as assistants for the facilitators. This would improve content and deliberation in general.

Appendix C   Analysis of sources for Proposals

Figure 89 – Analysis of sources of Conference Proposals, including Panel Recommendations

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
Panel 1: 'Stronger economy, social justice and jobs / Education, culture, youth and sport / Digital transformation'									
1	A stronger economy, social justice and jobs	Quality/ way of living	ECP1.1. We recommend the introduction of a minimum wage to ensure similar quality of living across all Member States. We acknowledge the existing efforts in the EU directive COM(2020) 682 to standardise the way of living. The minimum wage needs to secure a minimum net income to achieve an essential objective: everyone in need should have more money to spend. ECP1.30. We recommend that the EU should obligate every Member State to have a defined minimum wage related to the cost of living in that state and is considered a fair salary that can allow minimum life conditions, over the poverty line. Each Member State must monitor this.	13.1 Ensuring that statutory minimum wages guarantee that each worker can earn a decent and similar quality of living across all Member States. Clear criteria (e.g. living costs , inflation, above the poverty line, the average and median wage at national level) to be taken into account when setting minimum wages level should be set up. The levels of statutory minimum wages should be regularly reviewed in light of these criteria in order to ensure their adequacy. Special attention should be put on effective implementation of these rules and monitoring and tracking improvement in the standard of living. At the same time, collective bargaining should be strengthened and promoted throughout the EU; (ECP1 & 30; DE 4.2; online platform).	ECP1 & 30; DE 4 .2; online platform	2	1	1

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
2	A stronger economy, social justice and jobs	harmonisation of education/mutual recognition of degrees	3. We recommend the harmonisation of the level of all different education programs in the EU with acceptance of the national content. Accordingly, we recommend that the professional degrees are validated and mutually recognised in all EU Member States.	15.3 Promoting the right to free movement of education within the Union, among others, through mutual recognition of degrees, grades, skills and qualifications;	discussions	0	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
3	Climate change and the environment	system of planned obsolescence	20. We recommend that the EU takes more actions that enable and incentivise consumers to use products longer. The EU should combat planned obsolescence by lengthening products' warranty and setting a maximum price for spare parts after the warranty period. All member states should introduce a tax break on repair services as is the case in Sweden. Manufacturers should be required to declare the expected lifespan of their products. The EU should provide information on how to re-use and repair products on an internet platform and through education.	5.7 Introduce measures to tackle early, or pre-mature (including planned) obsolescence, ensure longer warranties, promote a right to repair, and ensure availability and accessibility of compatible spare parts	ECP 3 recc 20, FR and DE recommendations, ECP 1 recc 14	2	Not clear	0
4	A stronger economy, social justice and jobs		14. We recommend getting rid of the system of planned obsolescence of all electronic devices. Change should happen both on an individual and commercial level, to guarantee that we can own, repair, and upgrade in the long term. We recommend the promotion of refurbished devices. Through regulation, it would be compulsory for companies to guarantee the right to repair, including upgrades and software updates, and to recycle all devices in the long term. It is also recommended that	11.2 Working towards a more sustainable and circular economy by addressing the issue of planned obsolescence and ensuring the right of repair	ECP 1, recc 14	1	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			every company should use standardised connectors.					
5	A stronger economy, social justice and jobs	tax harmonization	ECP1.31. We recommend tax harmonisation in the Member States within the EU (to avoid tax havens within EU, and to target offshoring within Europe), and a tax incentive to discourage offshoring of jobs outside of Europe.	16.1 Harmonizing and coordinating tax policies within the Member States of the EU in order to prevent tax evasion and avoidance, avoiding tax havens within the EU and targeting offshoring within Europe, including by ensuring that decisions on tax matters can be taken by qualified majority in the Council of the EU. On the other hand, there are recommendations from citizens' panels that state that taxation is a matter for individual countries, which have their own objectives and circumstances	ECP 1 recc 13 & 31, IT 4 .b .3, NL2 .3	2	2	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP1.13 13. We recommend having the same fiscal rules in Europe and harmonising fiscal policy across all the EU. Tax harmonisation should allow leeway for individual Member States to set their own tax rules but still prevent tax evasion. It will end harmful fiscal practices and tax competition. Taxes should concern commercial transactions in the location where they occur. When a company sells in a country they should pay taxes in this particular country. These new rules would aim to prevent delocalisation and ensure that the transactions and production take place between European countries					
Panel 2: European Democracy, Values and rights, rule of law, security								
6	Values and rights, rule of law, security	Media independence & literacy	ECP2.5. "In the actual context of many fake news, we recommend to promote more independent, objective and balanced media coverage by: 1. Developing at EU level a minimum standards directive for media independence. 2. Promoting at EU level the development of media competences for every citizen".	27.1 Introducing a legislation addressing threats to media independence through EU-wide minimum standards, including a review of the media business model to ensure the integrity and independence of the EU media market	ECP2 recc 5. Belgian NCP recc 2 .1 .1 . Dutch NCP recc 3 .1	1	2	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
7	Values and rights, rule of law, security							
8	Values and rights, rule of law, security			27.4 Promoting citizens' media literacy and awareness about disinformation and unintentional dissemination of fake news, including through mandatory school trainings. Member States should also be encouraged to provide adequate human and financial resources to this end	ECP2 recc 5 and 28 . Belgian NCP recc 2 .3 .2, 2 .3 .3	2	2	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP2.28 We recommend that the EU invests in countering disinformation swiftly, by supporting existing organisations and initiatives, such as the Code of Practice on Disinformation and the European Digital Media Observatory, and similar initiatives in the Member States. The counter-measures could include fact-checking, creating awareness about disinformation, providing easily accessible statistics, appropriately sanctioning those who spread disinformation based on a legal framework, and tackling the sources of disinformation".					
9	Values and rights, rule of law, security	extending application rule of law	ECP2.10. "We recommend that the conditionality regulation (2020/2092, adopted on 16 December 2020) is amended so that it applies to all breaches of the rule of law rather than only to breaches affecting the EU budget".	25.4 Effectively applying and evaluating the scope of the 'Conditionality Regulation' and other rule of law instruments, and considering extensions to new areas regardless of their relevance for the EU budget. Any necessary legal avenues, including Treaty changes, should be considered to punish breaches of the rule of law	ECP2 recc 10	1	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
10	Values and rights, rule of law, security	Annual rule of law conferences	ECP2.11. "We recommend that the EU organises annual conferences on the rule of law following the publication of the annual Rule of Law Report (the Commission's mechanism for monitoring compliance with the rule of law by the Member States). Member States should be obligated to send socially diverse national delegations to the conference that include both citizens and civil servants	25.3 The EU Charter of Fundamental Rights should be made universally applicable and enforceable. In addition, annual conferences on the rule of law (following the Commission' Rule of law Report) with delegations from all Member States involving randomly selected and diverse citizens, civil servants, parliamentarians, local authorities, social partners and civil society should be organised. Organisations, including civil society, which promote the rule of law on the ground should also be further supported	ECP2 recc 11 . WG debate . Plenary debate .	1	0	0
11	Values and rights, rule of law, security	Competition rules in the media sector & media pluralism	ECP2.12. "We recommend that the EU enforces its competition rules in the media sector more strictly to ensure that media pluralism is protected in all Member States. The EU should prevent large media monopolies and political appointment processes for media outlet boards. We also recommend that the upcoming EU Media Freedom act entails rules on preventing politicians from owning media outlets or having a strong influence on their content"	27.2 Strictly enforcing EU competition rules in the media sector, in order to prevent large media monopolies and ensure media pluralism and independence from undue political, corporate and/or foreign interference. Quality journalism, with established high ethical and self-regulatory standards, should also be promoted	ECP2 recc 12 . Belgian NCP recommendation 2 .1 .4 .	1	1	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
12	European democracy	democratic values	ECP2.14. "We recommend that, in its relationship with external countries, the European Union should firstly strengthen common democratic values in its borders. We recommend that only after achieving this, the European Union can be an ambassador of our democratic model in the countries that are ready and willing to implement it, through diplomacy and dialogue".	38.1 Ensuring the protection of EU values laid down in the treaties, including the rule of law and a strong social model, which are at the core of the European democracy. In its relationship with external countries, the European Union should firstly strengthen common democratic values in its borders. Only after achieving this, the European Union can be an ambassador of our democratic model in the countries that are ready and willing to implement it, through diplomacy and dialogue;	ECP2 recc 14	1	0	0
13	European democracy	names of institutions	ECP2.15. "We recommend changing the names of EU institutions to clarify their functions. For example, the Council of the European Union could be called the Senate of the European Union. The European Commission could be called the Executive Commission of the European Union".	39.3 Considering changing the names of EU institutions to clarify their functions and respective role in the EU decision-making process for citizens	ECP2 Recommendation 15	1	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
	European democracy	Greater accountability to citizens	ECP2.36 We recommend that politicians are more responsible in representing the citizens that they are elected to represent. Young people in particular are specially alienated from politics and are not taken seriously whenever they are included. But alienation is a universal issue and people of all ages should be engaged more than what they currently are	38.4 European citizens should have a greater say on who is elected as President of the Commission. This could be achieved either by the direct election of the Commission President or a lead candidate system	FR National Panel ("electing the President of the European Commission by universal suffrage"), MDP (Final Kantar Report: Group of contributions discusses the direct election of the Commission President by citizens)	1	1	1
PANEL 3: 'Climate change and the environment / Health'								
14	Climate change and the environment	Graded unified labelling system	ECP3 8. We recommend a graded unified labelling system showing the entire ecological footprint for every available product purchased within the EU. Products from outside the EU need to respect this labelling system in a transparent manner. The system should be based on clear labelling criteria on the products themselves and use, for example, a QR code that gives more in-depth information about the product.	5.1 Stricter and harmonised production standards within the EU and a transparent labelling system for all products sold on the EU market regarding their sustainability/environmental footprint, as well as longevity, using a QR-code and eco-score, or the Digital Product Passport	ECP3 recc 8, 13, 20, 21, ECP1 recc 16, ECP 4 recc 13	6	0	0

			Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
				ECP3 13.We recommend that the EU ensures a loyal competition for environment-friendly agricultural products by establishing stricter standards for both EU and the imported products, by ensuring their traceability, labelling and quality control.					
				ECP3 20.We recommend that the EU takes more actions that enable and incentivise consumers to use products longer. The EU should combat planned obsolescence by lengthening products' warranty and setting a maximum price for spare parts after the warranty period. All member states should introduce a tax break on repair services as is the case in Sweden. Manufacturers should be required to declare the expected lifespan of their products. The EU should provide information on how to re-use and repair products on an internet platform and through education.					

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP3 21.We recommend that the EU enforces stricter environmental manufacturing standards and ensures fair working conditions throughout the entire production chain. The EU's production standards should be more sustainable, harmonised across member states, and applied to imported goods. These should also include social standards, like a living wage for workers producing the goods and good working standards in factories. Products that do not comply with these standards should face consequences.					

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP1 16. We recommend the implementation of a common European easy-to-understand labelling system for consumption and nutrition products (the information would contain allergens, country of origin, etc), transparency about ongoing approval processes, digitalisation of product information through a standardised European app which would allow for more user friendly access and would provide additional information on products and production chain. We also see the need for a truly independent body that regulates food standards across the EU, that has legislative powers, so as to be able to apply sanctions.					

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP4 13.We recommend that the EU introduces a mandatory eco-score to be displayed on the front of all products that can be bought by the general consumer. The eco-score would be calculated according to emissions from production and transportation, as well as harmful content, based on a list of hazardous products. The eco-score should be managed and monitored by an EU authority.					
15	Climate change and the environment	Financial investment in eco-friendly sources of energy	9. We recommend that more financial investment should be made to explore new eco-friendly sources of energy and until then additional investment into existing optimal solutions of energy production. We also recommend informing and educating the European public about specific sources of energy in full transparency. We strongly recommend considering the entire ecological and social impacts of the energy production process for current and future generations.	3.1 Accomplish and whenever possible speed up the green transition, in particular through more investments in renewable energy, in order to reduce external energy dependency, recognizing also the role of local and regional authorities in the green transition	WG debate	0	0	0
16	Climate change and the environment			3.5 Invest in technologies to produce renewable energy, such as efficient production and use of green hydrogen, especially in sectors which are difficult to electrify	ECP 3 recc 31, WG debate	1	0	0
17	Climate change and the environment			3.6 Invest in the exploration of new eco-friendly sources of energy and storage methods and, until tangible solution are found, additional investment into existing optimal solutions of	ECP 3 recc 9 and 31	2	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
				energy production and storage				
18	Climate change and the environment	Non-sustainable forms of food packaging	ECP3.15. We recommend the swift and progressive elimination of non-sustainable forms of food packaging, including plastic packaging and those of other non-biodegradable materials. We propose achieving this through providing financial incentives to companies which change to fully biodegradable forms of packaging, investing in research into alternatives and introducing penalties for companies that do not use biodegradable packaging.	5.4 Phase-out non-sustainable form of packaging, regulate environmentally-safe packaging, and avoid wasting of material in packaging, through financial incentives and penalties, and investing in research into alternatives	ECP 3 recc 15, 25, ECP 1 recc12, ECP 4 recc16	4	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
19	Climate change and the environment		ECP3.25.We recommend that the EU regulates the use of environmentally-safe packaging (i.e., packaging made out of biodegradable or recyclable products, or more endurable products, where possible) and/or the use of packaging that takes up less space, which will also contain in the form of a QR-code the information pertinent to the packages' recycling and/or disposal process once it has been used.					

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP1.12 We recommend that plastic containers are abandoned and to generalise reusable ones. There should be incentives for consumers and companies, so it will not be more expensive to buy goods in bulk ("en vrac" in French or "sfuso" in Italian) for a consumer as opposed to packaged ones. Companies contributing to this transition should have fiscal benefits and those that do not should pay more taxes. For those products that cannot be reused, they should be recyclable and/or biodegradable. A public or oversight institution to monitor everything is required, to set the rules and to share them with everyone. It is recommended to educate, communicate - also through social media - about these actions to both companies and consumers to change their behaviours in the long term. Companies should be encouraged and helped to find the best solutions with their own waste (construction companies for example).					

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			ECP4.16.We recommend that the EU encourages the ongoing environmental transition in a stronger way by setting a goal of eliminating polluting packaging. This would involve promoting less packaging or more environmentally-friendly packaging. To ensure that smaller companies can adapt, help and adjustments should be provided.					
Panel 4: 'EU in the world / Migration'								
20	EU in the world	2. "EU reduce dependencies"	1. We recommend that strategic products from European fabrication (such as agricultural products, semiconductors, medical products, innovative digital and environmental technologies) should be better promoted and financially supported to keep them available and affordable to European consumers and reduce dependencies from outside Europe to the largest possible extent. This support could include structural and regional policies, support to keep industries and supply chains within the EU, tax breaks, subsidies, an active SME policy as well as education programs to keep related qualifications and jobs in Europe. However,	17.5 support to keep such products available and affordable to European consumers and reduce dependencies from outside, for example through the use of structural and regional policies, tax breaks, subsidies, infrastructure and research investments, boosting the competitiveness of SMEs as well as education programmes to keep related qualifications and jobs in Europe that are relevant to secure basic needs.	ECP4 Recc 1, Recc 2 From NCP Germany Panel 1 "EU in the World", and NCP Italy Cluster 2, Rec1, further developed in WG	1	2 (unclear)	

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
			active industrial policy should be selective and focused on innovative products or those that are relevant to secure basic needs and services.					
21	EU in the world	4. "support small local producers"	4. We recommend the implementation of a European-wide programme to support small local producers from strategic sectors across all Member States. These producers would be professionally trained, financially supported through subsidies and encouraged to produce (where raw materials are available in the EU) more goods fulfilling requirements at the expense of imports	17.6 a European-wide programme to support small local producers from strategic sectors across all Member States,16 making greater use of the EU programmes and financial instruments, such as InvestEU	Recc 4 from ECP4 and NCP Italy Cluster 2, Recs 5 and 6, further developed in WG	1	2	0
22	EU in the world	14. "more autonomous in its energy production"	14.We recommend that the European Union adopts a strategy in order to be more autonomous in its energy production. A European body integrating the existing European energy institutions should coordinate the development of renewable energies depending on the needs, capacity and resources of Member States while respecting their sovereignty. The institutions would promote knowledge sharing between them to implement this strategy.	18.1 adopting a strategy to be more autonomous in its energy production. A European body should integrate the existing European energy agencies and should coordinate the development of renewable energies and promote knowledge sharing	Recc 14 from ECP4, further developed in WG	1	0	0

		Working group	Panel Recommendations	Proposal measures (final report)	References cited	ECP cited	NCP cited	Multilingual digital platform
23	EU in the world	1. "Supply chains"	1. We recommend that strategic products from European fabrication (such as agricultural products, semiconductors, medical products, innovative digital and environmental technologies) should be better promoted and financially supported to keep them available and affordable to European consumers and reduce dependencies from outside Europe to the largest possible extent. This support could include structural and regional policies, support to keep industries and supply chains within the EU, tax breaks, subsidies, an active SME policy as well as education programs to keep related qualifications and jobs in Europe. However, active industrial policy should be selective and focused on innovative products or those that are relevant to secure basic needs and services	17.2 maintaining an ambitious trade negotiation agenda that can contribute to building resilience and diversification of supply chains, in particular for raw materials, while also sharing the benefits of trade more equally and with more partners, thereby limiting our exposure and dependency on a small number of potentially risky suppliers.	From debates in Working Group and Plenary	0	0	0
24	EU in the world			17.3 increasing the resilience of EU supply chains through fostering investment in strategic sectors in the EU, stockpiling critical productions and devices and diversifying the supply sources of critical raw materials	No reference	0	0	0
25	EU in the world			17.7 better cooperation between Member States to handle the management of supply chain risks	Digital Platform and NCP Italy Cluster 2, Recs 2 and 3, further developed in WG	0	2	1

Source: Final report of the Conference on the Future of Europe, analysis by authors