



Ex-post evaluation of the Consumer Programme 2007- 2013 and mid-term evaluation of the Consumer Programme 2014-2020

Final report

Part 2 – Ex-post evaluation of the Consumer
Programme 2007-2013

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Ex-post evaluation of the Consumer Programme 2007-2013 and mid-term evaluation of the Consumer Programme 2014-2020

Final report

Part 2 – Ex-post evaluation of the Consumer Programme 2007-2013

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Ex-post evaluation of the Consumer Programme 2007-13

Executive Summary

Study aims and method

The ex-post evaluation of the Consumer Programme 2007-2013 was conducted by Civic Consulting for the Directorate General for Justice and Consumers. It identified main issues with regard to its implementation, including against recommendations from the mid-term evaluation of the same programme, and assessed the Programme's effectiveness, efficiency, coherence, relevance and EU added value, as well as sustainability. The Consumer Programme (officially: the Programme of Community Action in the field of consumer policy) 2007-2013 was established in December 2006 in order to support the implementation of the Consumer Policy Strategy 2007-2013. It was designed with the aim to 'complement, support and monitor the policies of the Member States and to contribute to protecting the health, safety and economic and legal interests of consumers, as well as to promoting their rights to information, to education and to organise themselves in order to safeguard their interest.' Most funded actions aim at helping national authorities and actors such as ECCs and consumer organisations to better assist consumers and fulfil their mandate with respect to ensuring a high level of consumer protection.

The evaluation considered all actions implemented during the Programme period (2007-2013) and included an in-depth review of budget and other data, as well as published and unpublished reports on the implementation of Programme actions and results (see also separate fact sheets for each of the funded actions). The study is also based on a broad scale interview process consisting of 182 interviews with stakeholder organisations in all 28 Member States, Norway and Iceland and at the EU level and six meetings with relevant EU networks. Limitations and challenges encountered during the course of the evaluation related principally to data availability and the difficulty in measuring wider effects of Programme activities. Additionally, unlike the Consumer Programme 2014-2020, the Consumer Programme 2007-2013 did not include any indicators for measuring the achievement of the objectives in its legal base. In assessing the achievement of the Programme objectives, we have therefore made use of indicators related to other relevant outputs and results. Due to comprehensive data collection efforts and the triangulation of evidence, these limitations have not affected the validity of the evaluation results.

Main conclusions

The Consumer Programme 2007-2013 was overall generally effective in achieving its objectives during the Programme period. Costs of the Programme and the related benefits appear to have been mostly proportionate, and the Consumer Programme 2007-2013 was generally coherent with consumer-relevant EU policies and Programmes. The evaluation also concluded that the Consumer Programme 2007-2013 provided genuine EU added value. Lessons learned from the Consumer Programme 2007-2013 were taken into account in the development of the subsequent Consumer Programme 2014-2020, which continued most of the same actions with some alterations and refinements based on recommendations made during the mid-term evaluation of the Consumer Programme 2007-2013.

Effectiveness

The evaluation results indicate that the high-level objectives of the Programme were generally achieved during the Programme period. However, the level of achievement was found to differ between the main Programme areas. In more detail, the evaluation results are that:

- The Programme objectives were largely achieved in the area of product safety. Activities such as RAPEX and joint actions have improved information exchange and enforcement cooperation between Member States, reducing fragmentation in the single market. The activities of the Consumer Programme 2007-2013 built upon and consolidated the achievements of the previous Programme in this regard.
- The Programme objectives were also generally achieved in the area of enforcement. The Consumer Programme 2007-2013 was a formative period for the CPC Network, during which the Network saw considerable improvements in effectiveness with respect to the mutual assistance mechanism and the development of common approaches and standards, which contributed to reducing differences in enforcement across the EU. Sweeps and joint actions developed over this period into effective enforcement tools. However, it became evident that due to the differences in powers of national enforcement there is a need for increased powers and tools for cross border enforcement collaboration. The ECCs were also assessed to be relevant and useful for consumers. With respect to the development of consumer rights, however, limited activities on redress were undertaken during the first half of the Programme, with key elements such as online dispute resolution only being launched under the following Consumer Programme.
- In the area of consumer information, education, and support to consumer organisations, the Programme objectives were largely achieved with respect to improved information. The introduction of the Consumer Scoreboards during the Programme period was highlighted as a key step forward with respect to developing the evidence base for consumer policy. The Programme objectives were also largely achieved with respect to better representation of consumer interests, particularly through support to BEUC and ANEC, which made important and consistent contributions to representing consumer interests at the EU level. TRACE, a Brussels based training given in English, was also considered by interviewed stakeholders to be a valuable activity, which was subsequently transformed through the use of e-learning modules and nationally localised training courses in the relevant national languages. In contrast, consumer information and education activities were less effective in achieving the Programme objectives than other measures, with the education activities being discontinued and reworked in the subsequent Consumer Programme 2014-2020 as the Consumer Classroom.

The selection of actions and related activities appears to have been appropriate in light of the objectives. While redress had been identified during the mid-term evaluation as a major gap, steps were taken to address this issue during the second half of the Consumer Programme 2007-2013 and in the subsequent Consumer Programme 2014-2020. No other gaps were identified in the present evaluation, and stakeholders interviewed in all Member States and at EU level were largely positive with respect to the Programme's effectiveness.

Factors that had limited Programme achievements were identified to be mostly external in nature, i.e. not relating directly to the implementation of the Programme. These are limited staff and financial resources for market surveillance and consumer protection authorities, as well as for consumer information and education at the Member State level; in the area of capacity building of consumer organisations these also included resource constraints of the national organisations which participated in these activities. Other factors that influenced Programme achievements included the rapid innovation of products and services, as well as new distribution channels that have made effective consumer protection more challenging.

Efficiency

The evaluation concludes that for most activities funded under the Consumer Programme 2007-2013 the costs appear to have been proportionate to the benefits achieved, except in the case of the consumer education tools that were considered to be outdated from a technological point of view as well as for the reason that they reached only limited target groups. These were therefore discontinued and reworked for the

subsequent Programme.

The allocation of funds among the Programme areas and the related objectives can be considered appropriate, a view which is shared by most stakeholders. For most activities, the costs borne by the interviewed organisations had been affordable given the benefits they received through the Programme.

Relevance

The Consumer Programme 2007-2013 has generally addressed the problems and needs that were identified at the start of the Programme. The Consumer Programme 2007-2013 was relevant to the needs of consumers in general and to the needs of its direct beneficiaries. The identified problems and needs continued to be generally relevant at the end of the Consumer Programme 2007-2013, especially with respect to continuing needs such as market surveillance and enforcement, which require consistent effort. Most actions were therefore continued in the following Consumer Programme 2014-2020, with some refinements and adaptations.

Coherence and other evaluation criteria

The aim and operational objectives of the Consumer Programme corresponded to the priorities of the Consumer Policy Strategy 2007-2013. The Consumer Programme was also generally coherent with EU consumer policy as well as other consumer-relevant EU policy areas, and the Consumer Programme 2007-2013 made progress over the last Programme with respect to the integration of consumer interests in other EU policy areas. This is demonstrated at a practical level through activities such as consumer behavioural studies, policy studies, consumer scoreboards and market studies, which have been funded under the Consumer Programme and built the evidence base on consumer conditions that is necessary for ensuring that EU sectoral policies meet the needs of consumers. However, integration with key Europe 2020 initiatives such as the Digital Agenda only reached the beginning stages during the Programme period.

Activities under the Consumer Programme generated considerable EU added value, as is largely recognised by stakeholders, the vast majority of whom considered that the same results would not have been achieved in their countries without the EU interventions through the Programme. Activities funded under the Programme have also been generally complementary to national measures.

The actions of the Consumer Programme 2007-2013 provided a basis for similar activities in the future, and most of the actions were continued in the Consumer Programme 2014-2020. While the positive effects from successful activities under the Consumer Programme 2007-2013, such as enhanced market surveillance, better representation of consumer interests at EU level, better evidence base, enhanced consumer confidence, and improved enforcement can be expected to last for some time after the end of the Programme, it could hardly be expected that the activities carried out within the framework of the Consumer Programme would have been readily taken over by Member States or by market actors in the absence of continuous Union commitment and support for these activities.

Recommendations

The lessons learned from the implementation of the Consumer Programme 2007-2013 have for the most part already been incorporated into the design of the new Consumer Programme 2014-2020 on the basis of the mid-term evaluation results. Most recommendations of the mid-term evaluation were implemented in the second half of the Consumer Programme 2007-2013 and the subsequent Consumer Programme. Some recommendations made by the mid-term evaluation remain valid, including the need to pursue further cooperation with international partners in the safety of products and services; the need to explore additional approaches to making enforcement more efficient; and the need to improve reporting on the effectiveness of specific actions, e.g. through a brief annual progress report.

Given the large degree of continuity between the Consumer Programme 2007-2013 and the Consumer Programme 2014-2020, and the fact that most of the same activities have been continued in the current

Consumer Programme, the key recommendations regarding lessons learned for a possible future Consumer Programme can be found in the mid-term evaluation of the Consumer Programme 2014-2020 in Part 1 of this report. Specific recommendations based on the results of this ex-post evaluation are summarised below:

- Maintain and further improve activities which have already proven to be effective. This concerns e.g. RAPEX, the CPC Network, the ECC-Net, support to BEUC, capacity building for national consumer organisations, and developing the evidence base for consumer policy. This has already been taken on in the Consumer Programme 2014-2020.
- Undertake further activities to improve consumer access to redress. This is already being pursued through the introduction of the online dispute resolution (ODR) platform in the Consumer Programme 2014-2020.
- Rework the consumer education tools to ensure that these are appropriately complementing measures at the Member State level. Steps in this direction have been taken with the replacement of the Europa Diary and DOLCETA with the Consumer Classroom platform in the current Consumer Programme, although further review of the approach to consumer education has been recommended.
- Pursue efficiency gains through the use of multi-year funding agreements, longer contracts, and by simplifying and streamlining administrative procedures (e.g. related to the application system for grants) and reporting requirements. Improvements in this respect have been introduced in the Consumer Programme 2014-2020.
- Further develop synergies between other consumer-relevant EU policy areas, such as the Digital Single Market. This is already being further pursued within the Consumer Programme 2014-2020, but could be reinforced in other areas.

List of acronyms

Acronym	Meaning
ADR	Alternative Dispute Resolution
ANEC	European Association for the Coordination of Consumer Representation in Standardisation
B2B	Business to business
B2C	Business to consumer
BEUC	Bureau Européen des Unions de Consommateurs (The European Consumer Organisation)
C2C	Consumer to consumer
CA	Competent authority
CESEE	Central, Eastern and South Eastern Europe
CFPC	Consumer Financial Programme Committee
CHAFEA	Consumers, Health and Food Executive Agency
CMEG	Consumer Markets Expert Group
COSING	Cosmetic Ingredient Database
CP	Consumer Programme
CPC	Consumer Protection Cooperation
CPCS	Consumer Protection Cooperation System
CPNP	Cosmetic Products Notification Portal
CSD	Consumer Market Scoreboard Database
CSN	Consumer Safety Network
DOLCETA	Developing On-Line Consumer Education and Training for Adults'
EAHC	Executive Agency for Health and Consumers
ECC	European Consumer Centre
ECC-Net	European Consumer Centres Network
ECCG	European Consumer Consultative Group
ECCRS	European Consumer Complaints Registration System
EQ	Evaluation question
ExO	Exchange of officials
FC	Fitness Check
FSUG	Financial Services User Group
GPSD	General Product Safety Directive
ICCG	Inter-Committee Coordination Group
ICPEN	International Consumer Protection and Enforcement Network
MMS	Market Monitoring Survey
NEB	National enforcement body
ODR	Online Dispute Resolution
PROSAFE	Product Safety Forum of Europe
RAPEX	Rapid Alert System for dangerous non-food products
RASFF	Rapid Alert System for Food and Feed
REFIT	Regulatory Fitness and Performance Programme

Acronym	Meaning
SCCS	Scientific Committee on Consumer Safety
SCHER	Scientific Committee on Health and Environmental Risks
SCHEER	Scientific Committee on Health, Environmental and Emerging Risks
SCHENIHR	Scientific Committee on Emerging and Newly Identified Health Risks
SME	Small- and medium-sized enterprises
SMIR	Single Market Integration Report
SWD	Staff working document
TOR	Terms of reference
UCPD	Unfair Commercial Practices Directive
VCWG	Vulnerable Consumer Working Group
WP	Work Programme

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Abstract

This ex-post evaluation was conducted by Civic Consulting for the European **Commission's Directorate-General** for Justice and Consumers. It identified main issues with regard to its implementation, including against recommendations from the mid-term evaluation of the same programme, and assessed the Programme's effectiveness, efficiency, coherence, relevance and EU added value, as well as the sustainability. The methodological tools applied included a broad scale interview process in all 28 Member States, Norway and Iceland and at the EU level; meetings with relevant EU networks; and an in-depth review of budget and other data on the implementation of Programme actions. The study concluded that the Consumer Programme 2007-2013 was overall generally effective in achieving its objectives during the Programme period. Costs of the Programme and the related benefits appear to have been mostly proportionate, and the Programme was generally coherent with consumer-relevant EU policies and Programmes. The evaluation also concluded that the Programme provided genuine EU added value. Lessons learned from the Programme were taken into account in the development of the subsequent Consumer Programme 2014-2020, which continued most of the same actions with alterations and refinements based on recommendations made during the mid-term evaluation of the 2007-2013 Programme.

1. Introduction

The European Commission's Directorate General for Justice and Consumers has commissioned the ex-post evaluation of the Consumer Programme 2007-2013 and mid-term evaluation of the Consumer Programme 2014-2020, conducted by Civic Consulting. The findings, conclusions and recommendations are presented separately by Consumer Programme. This report is the final deliverable of the study concerning the Consumer Programme 2007-2013.

The report presents the objectives and scope of the study and the methodology applied, describes the work carried out and provides detailed answers to the evaluation questions, as well as conclusions and recommendations. The report consists of two parts, each dedicated to one Consumer Programme:

Part 1 of the report presents the mid-term evaluation of the Consumer Programme 2014-2020.

Part 2 of the report presents the ex-post evaluation of the Consumer Programme 2007-2013 and is structured as follows:

Section 2 describes the objectives and scope of the evaluation;

Section 3 presents the evaluation criteria and questions;

Section 4 describes the methodology of the study;

Section 5 provides a description of the Consumer Programme 2007-2013;

Section 6 presents answers to the evaluation questions;

Section 7 discusses the extent to which recommendations of mid-term evaluation were taken into consideration; and

Section 8 presents conclusions.

The Annexes of this part of the report present action fact sheets and stakeholder interview results. Note that other relevant study results, the methodological tools applied, as well as a list of references and a list of organisations consulted are annexed to Part 1.

2. Objectives and scope of the evaluation

This section outlines the objectives and scope of the study, as indicated in the Terms of Reference for this assignment.

2.1. Objectives of the study

The present study covers two separate evaluations that are carried out simultaneously, whilst respecting the different scopes and nature of the evaluation. This part of the final report presents the ex-post evaluation of the Consumer Programme 2007-2013. The mid-term evaluation of the Consumer Programme 2014-2020 is presented in Part 1.

According to the Terms of Reference (TOR) for this assignment, the purpose of the ex-post evaluation of the Programme of Community action in the field of consumer policy 2007-2013 (hereinafter the Consumer Programme 2007-2013) is to assess the main outcomes and results achieved and to identify the main problems and solutions with regard to its implementation, including against recommendations from the mid-term evaluation of the same programme. Actions covered by this programme will also be assessed for their sustainability.

The TOR highlight that the evaluations for the Consumer Programmes 2007-2013 and 2014-2020 are carried out together because the Consumer Programme 2014-2020 builds on and continues the actions funded under the Consumer Programme 2007-2013, and the most successful elements of the previous programme were maintained in the new programme.

Finally, the results of this study should support the Commission with the necessary evidence to prepare a Staff Working Document presenting the findings of the evaluation process and to report on the implementation of the Consumer Programme 2007-2013 to the European Parliament and Council, the European Economic and Social Committee and the Committee of the Regions.

2.2. Scope of the study

The scope of the study is defined by the two financial programmes. Aspects related to the management of certain actions by the executive agency, Chafea, have only been taken into account to the extent that they may be relevant for the evaluation of the financial programmes as defined by the evaluation questions, in particular with regards to the efficiency and effectiveness, and scope for simplification aspects.¹

More specifically, the TOR state that the evaluation of the Consumer Programme 2007-2013 shall cover all activities financed under the programme for the whole programming and implementation period. The evaluation will assess the long term impact of the programme and the sustainability of its effects.

The evaluation considers the implementation of the Consumer Programme 2007-2013 in all EU Member States (taking account of the date of accession), as well as in Norway and Iceland.

¹ The work and management of the agency per se are not in the scope of the study, but the object of a separate evaluation exercise.

3. Evaluation criteria and questions

In this section, we present the common set of evaluation questions for both evaluations as well as the specific aspects that apply to the Consumer Programme 2007-2013.

The present study assesses the Consumer Programme 2007-2013 and all implemented actions on: effectiveness, efficiency, relevance, coherence and EU added value taking into consideration developments in the area of consumer policy as well as in other consumer-relevant EU policies. The following other evaluation criteria were also considered where applicable: utility, complementarity, coordination, equity, sustainability, acceptability as well as the scope for simplification.

The TOR also set out a total of 21 evaluation questions (EQs, including 3 sub-questions) which were common to the evaluations of both Consumer Programmes. They are presented in the following table.

Table 1: Evaluation questions

Evaluation criteria	EQ number	EQ wording
Effectiveness	1	To what extent have the objectives of the programmes been achieved by the choice and implementation of their actions?
	2	To what extent do the activities and outputs of the actions match the objectives of the programmes?
	3	To what extent can these effects be credited to the Commission interventions?
	4	To what extent have different factors influenced the level of the achievements observed?
Efficiency	5	Which were the costs and the benefits of the actions?
	6	To what extent have the costs used in the actions and their distribution among the priorities of the programmes been justified, given the changes which have been achieved?
	7	To what extent are the costs proportionate to the benefits achieved (e.g. time between a problem identified and addressed)?
	8	What factors influenced the efficiency with which the observed achievements were attained?
	9	How affordable were the costs borne by different stakeholder groups, given the benefits they received?
	10	If there are significant differences in costs or benefits between Member States, what are these differences caused by?
Relevance	11	To what extent are the objectives and priorities of the programmes still relevant to the needs of the stakeholder community and to other consumer-relevant EU policies (such as energy, financial and digital sectors and environment, in particular sustainable consumption)?
	12 a,b,c	To what extent have the objectives of the programmes proven to be appropriate to consumer needs? To what extent have the actions under the programmes proven to be appropriate to the specific needs of different consumer groups?
	13	How well adapted is the intervention to subsequent economic, technological, scientific, social, political or environmental advances?
Coherence	14	To what extent have the objectives, priorities and actions of the Consumer Programmes been coherent with those of the Consumer policy and/or with other consumer-relevant EU policies, in particular those which have similar objectives, and other EU programmes? ²
	15	To what extent have the priorities of the Consumer Programmes produced synergy, focus and coherence between the funded actions in delivering on the objectives?

² Possible synergies/complementarities with other EU Programmes shall be assessed in this context as well, especially policy priority areas such as digital, financial, environment (in particular sustainable consumption) and energy as well as the programmes' contribution of the measures to the Union priorities of smart, sustainable and inclusive growth should be assessed.

	16	To what extent were/are the interventions/actions coherent within the Consumer Programmes?
EU added value	17	What is the additional value resulting from the EU interventions compared to what could have been/be achieved by Member States at national and/or regional levels?
	18	To what extent do the issues addressed by the interventions continue to require actions at EU level?
	19	What would be the most likely consequences of stopping or withdrawing the existing EU interventions?
Comple-mentarity	20	To what extent do the actions of the Consumer Programme/policy support, complement and usefully supplement and monitor policies pursued by the Member States?
Sustain-ability	21	How likely are the effects to last after the interventions' end?
<i>Total</i>		<i>21 EQs with 3 sub-questions</i>

Source: TOR.

The TOR then specify that in addition to the above described common set of questions that should underpin the evaluation of both programmes, the evaluation of the Consumer Programme 2007-2013 will also address how the recommendations of the mid-term evaluation of the Consumer Programme 2007-2013 were taken into consideration.

4. Methodology

In this section we provide an overview of the methodological approaches applied for the ex-post evaluation of the Consumer Programme 2007-13 to address the specific tasks provided in the Terms of Reference.

4.1. Structuring the evaluation

The aims of the structuring phase of the study were to conduct exploratory interviews and initial research concerning the Consumer Programmes and funded actions, to map the data available as well as outstanding data needs, and to refine the intervention logics and the methodological approach for the next project phases.

The intervention logic for the Programme and the analytical framework for the evaluation was refined in light of the exploratory research and in line with the guidance provided in Tool #46 of the Better Regulation Toolbox, e.g. by refining the causal assumptions and relationships between the specific actions, their outputs, and their expected wider impacts based on evidence gathered during the course of the evaluation.³ The intervention logic for the Consumer Programme 2007-2013 is presented in section 5.1, and the analytical framework of the evaluation is presented in Annex VI in Part 1.

Based on the results of the structuring phase, the evaluation team refined the methodological approach and prepared the methodological tools, such as the interview questionnaires for different stakeholder groups and interview types, and selected the final set of case studies in coordination with the Commission (see below).

4.2. Reviewing existing evidence on implementation of Programme actions, results and impacts

Evidence needs were identified early on and all evidence reviewed and processed in line with the guidance under Tool #4 of the Better Regulation Toolbox, beginning with an evidence-mapping exercise to identify the state of existing data and determine the remaining gaps to be filled. All available published reports, academic literature and other documentation on the actions and activities funded under the Consumer Programmes, including relevant Eurobarometer and Eurostat data as well as non-published documents that have been made available by the Commission, CHAFAEA and beneficiaries (e.g. BEUC), were collected, included in a literature database, tagged, reviewed and processed, in total 289 documents.

Key data on the actions and activities (concerning funding, outputs and results as well as wider effects) were extracted from the identified information sources and fact sheets for each action were compiled on this basis (see below). The complete list of the literature reviewed is presented in Annex IV in Part 1.

³ All tools available from https://ec.europa.eu/info/better-regulation-toolbox_en

4.3. Defining the baseline

The evidence collected fed directly into the development of a baseline to be used as a point of comparison against which the effects of the Consumer Programme can be measured. In defining the baseline, we have drawn on the ex-post evaluation of the earlier Consumer Programme 2004-2007 and mid-term evaluation of the Consumer Programme 2007-2013⁴ as well as the Consumer Policy Strategy 2007-2013⁵ in order to identify the problems/needs and policy rationale of the Consumer Programme 2007-2013 at the time of adoption. These are discussed in conjunction with the policy context and intervention logic of the Programme in section 5.1.

In line with the Commission's guidance on constructing an evaluation baseline in the Better Regulation Toolbox,⁶ we have sought to quantify the baseline to the extent possible, using indicators for outputs and results as well as indicators for potential wider effects of activities where these exist for the time period concerned. The baseline values are reported in the answers to the evaluation questions and used to assess the progress made during the evaluation period; see section 6.1. See also section 4.8 regarding challenges and limitations encountered with respect to the quantification of the baseline.

4.4. Consulting stakeholders

In the framework of this study, a wide range of consultation activities were undertaken to reach out to relevant stakeholders across the EU in accordance with Tool #54 of the Better Regulation Toolbox. In total, 182 interviews were conducted with stakeholder organisations in all 28 Member States, Norway and Iceland, and at the EU level. The evaluation team also participated in six meetings with relevant EU networks and sixteen written contributions were received from ECCG and CPN representatives following network meetings.⁷

The Commission's open public consultation originally foreseen for this study was conducted as part of a larger exercise combining several consultations (Public consultation on EU funds in the area of investment, research & innovation, SMEs and single market) that ran between 10 January 2018 and 9 March 2018. This larger exercise focused on the EU budget in order to support the preparation of the **Commission's proposal for the post-2020 Multi-Annual Financial Framework.**⁸ We received two position papers from BEUC and ANEC through this online public consultation.

In more detail, the following activities were carried out as part of the consultation task for this study:

⁴ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations.

⁵ European Commission, EU Consumer Policy Strategy 2007-2013, COM(2007) 99 final

⁶ See Tool #46: Designing the Evaluation.

⁷ We also received two position papers from BEUC and ANEC through **the Commission's online public consultation**, which was conducted in 2018 as part of a larger exercise combining several consultations (Public consultation on EU funds in the area of investment, research & innovation, SMEs and single market).

⁸ As indicated on the dedicated webpage, the Commission will publish the replies and will summarise the replies after the end of the consultation period, which has not yet been the case at the time of writing (see https://ec.europa.eu/info/consultations/public-consultation-eu-funds-area-investment-research-innovation-smes-and-single-market_en)

Seventeen exploratory interviews were conducted with EC officials and key stakeholders in order to better understand the main issues at stake regarding the implementation, results and impacts of the actions financed under the Consumer Programmes and contribute to the fine-tuning of the methodological tools. The interviews followed the evaluation criteria/questions and concerned main aspects of interest, especially regarding key and cross-cutting issues, and specifically focused on the areas covered by the interviewee. The table below provides a summary of the exploratory interviews conducted.

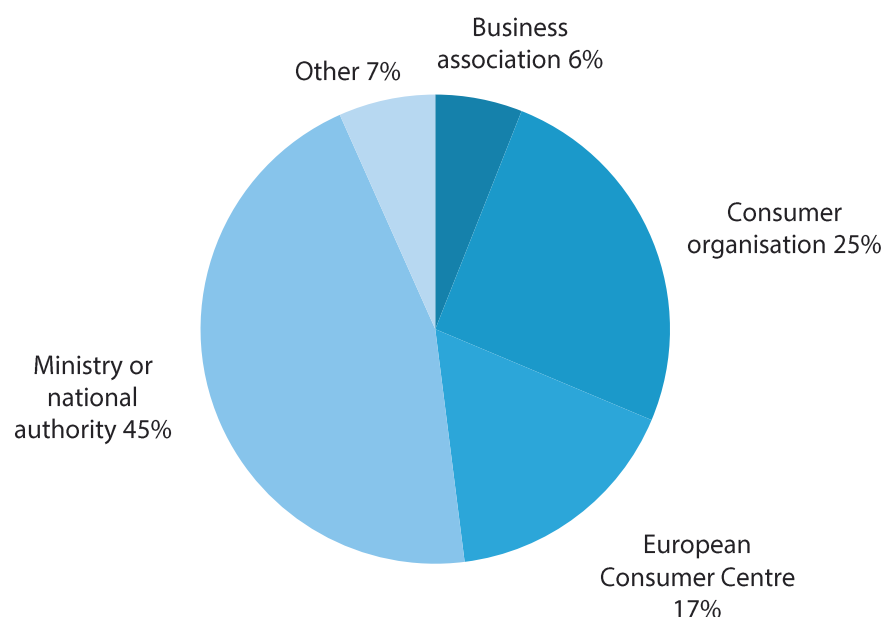
Table 2: List of exploratory interviews

Organisation	Type of organisation	Date of interview
BEUC	Consumer organisation	November 2017
Federation of German Consumer Organisations (Vzbv)	Consumer organisation	October 2017
ECC Sweden	European Consumer Centre	November 2017
Zentrum für Europäischen Verbraucherschutz (ODR contact point Germany)	ODR contact point	November 2017
DG JUST units 03, 04, E1, E2, E3, E4 (8 interviews)	European Commission	November 2017
DG CNECT	European Commission	November 2017
DG GROW	European Commission	November 2017
DG ENV	European Commission	November 2017
DG ENER	European Commission	March 2018
DG REGIO	European Commission	March 2018

Subsequently, a broad-scale interview process focusing on key stakeholder organisations was conducted in all 28 Member States, Norway and Iceland, as well as with EU level organisations. Structured interviews took place on the basis of the interview guide that is presented in Annex IX in Part 1 and which was developed in line with the guidance on question and questionnaire design presented in Tool #54 of the Better Regulation Toolbox, i.e. using a combination of closed and open-ended questions which were clearly and neutrally worded, organised thematically, and tied to the specific scope of the evaluation.

Stakeholder interviews covered ministries in charge of consumer policy or consumer agencies, national authorities responsible for enforcement of consumer legislation and other national authorities responsible for policy and enforcement of relevant legislation, national representatives of the Consumer Safety Network (CSN) or RAPEX contact points, national consumer organisations and European Consumer Centres. The evaluation team also contacted national business organisations and reached out to relevant EU level business organisations for interviews. Finally, the interview process covered several Commission officials at DG JUST, CHAFAEA and other DGs, BEUC and ANEC. The figure below displays the breakdown of interviews by type of stakeholder.

Figure 1: Types of stakeholders interviewed



N=150. Note that the 150 completed interview questionnaires correspond to 165 interviews, as in some cases separate interviews were conducted with two representatives of the same organisation that cover different areas (e.g. product safety and consumer policy), but were documented in one questionnaire, depending on the preference of the organisation. "Other" includes other government entities or ODR bodies.

The table below shows the number of completed interview questionnaires by country.

Table 3: Number of completed interview questionnaires, by Member State

Country	# interview questionnaires	%	Country	# interview questionnaires	%
Germany	10	7%	Latvia	4	3%
Hungary	9	6%	Lithuania	4	3%
Croatia	8	5%	Malta	4	3%
Czech Republic	8	5%	Romania	4	3%
Poland	8	5%	Slovakia	4	3%
France	7	5%		3	2%
Italy	7	5%	Cyprus	3	2%
Bulgaria	6	4%	Greece	3	2%
Sweden	6	4%	Luxembourg	3	2%
Denmark	5	3%	Netherlands	3	2%
Estonia	5	3%	Spain	3	2%
Portugal	5	3%	Belgium	2	1%
Slovenia	5	3%	Iceland	2	1%
United Kingdom	5	3%	Norway	2	1%
Finland	4	3%	EU-level	4	3%
Ireland	4	3%	<i>Total</i>	<i>150</i>	<i>100%</i>

Note: The 150 completed interview questionnaires correspond to 165 interviews.

Results of the consultation exercises are one of the main sources of data for this evaluation and were evaluated in line with the relevant guidelines on data analysis of stakeholder feedback under Tool #54 of the Better Regulation Toolbox. In particular, the quantitative results of the stakeholder interviews are presented to illustrate the majority, or averaged, views of interviewed stakeholders and the qualitative results are presented to complement these average ratings and provide more detailed insights into the reasons for ratings and in particular the reasons behind more critical assessments. While quantitative results are presented consistently in section 6, qualitative insights are only presented where they were expressed by at least three interviewees, unless otherwise indicated, to ensure a balanced representation of key themes from the interviews.

The evaluation team attended meetings with relevant EU networks to present the evaluation and carry out targeted consultation activities. The table below presents an overview of the meetings with relevant EU networks during the evaluation.

Table 4: Contributions to meetings with relevant EU networks

Network	Date	Focus of the meeting
European Consumer Consultative Group (ECCG)	October 2017	– Inform network participants about the objectives and methodology of the evaluation; – Promote an interactive dialogue on their views regarding the relevant actions financed under the two Consumer Programmes, and their implementation and related results and impacts;
Consumer Financial Programme Committee (CFPC)	October 2017	– Obtain contact information for exploratory interviews and country-level interviews.
European Consumer Consultative Group (ECCG)	January 2018	– Inform network participants about the objectives, methodology and status of the evaluation; – Carry out targeted consultation activities: Prior to the meetings, participants were provided with questions related to the effectiveness of the activities funded under the Consumer programmes, to the continued relevance of the Programme objectives and priorities, and to needs for changes in a possible new Consumer Programme; they were then invited to share their views during the meetings and/or to provide written answers to the questions;
Consumer Policy Network (CPN)	January 2018	
Financial Services User Group (FSUG)	February 2018	
Consumer Protection Cooperation Network (CPC)	February 2018	– Promote an interactive dialogue on their views regarding the evaluation and support the stakeholder interview process.

For a complete overview, the list of organisations consulted is provided in Annex V in Part 1.

4.5. Preparation of fact sheets on actions

The information collected from the various sources for each action has been consolidated and presented in fact sheets for each action under both Consumer Programmes. The fact sheets are structured as follows:

- Specific objective and eligible actions;
- Description of activities;
- Amounts committed during Programme period;
- Specific activities funded during Programme period;

- Outputs and results of activities;
- Excerpts from previous assessments/evaluations;
- Stakeholder assessment of the effectiveness of activities under the action;
- Key sources.

The fact sheets formed an essential basis for answering the evaluation questions. The fact sheets for actions financed under the Consumer Programme 2007-2013 are presented in Annex I of this report (Part 2).

4.6. Overall analysis, conclusions and recommendations

To prepare the basis for the overall analysis, all evidence collected during fieldwork was processed and validated. Where any gaps or contradictions in the data were identified, they were addressed in follow-up correspondence with the relevant stakeholders and EC officials, and members of the evaluation team.

As indicated above, results of the consultation exercises, both quantitative and qualitative, are one of the main sources of data for this evaluation. We have also considered all available evidence on all activities funded, regarding inputs, outputs results and wider effects, as well as any previous evaluations of the activities, where such data and information were available.⁹ In particular, data on outputs and results, as well as indicators for wider effects, were used for the analysis of effectiveness. Unit costs were calculated on this basis, where possible, and used in the analysis of efficiency (see tables on costs and benefits of activities per Programme area in section 6.2), i.e. we calculated the ratio of costs per unit of key outputs/results (e.g. costs per RAPEX notification, or costs per exchange of official).

Evidence and results obtained from the different methodological tools and tasks described above served to answer the evaluation questions, arrive at conclusions, and develop recommendations.

4.7. Limitations and challenges encountered

A number of limitations and challenges were encountered during the course of this programme evaluation. These challenges related principally to data availability (e.g. that data was missing or not collected for a sufficiently long period), but also to factors linked to the specific characteristics of the Consumer Programmes, such as the kinds of activities and beneficiaries. The challenges encountered are discussed in the following first at a general level and then by evaluation criteria (effectiveness, efficiency, and other evaluation criteria).

The availability of data on activities or on the achievement of the Programme objectives was one of the main difficulties encountered in the course of the evaluation, posing particular challenges for the assessments of effectiveness and efficiency. Data on outputs and especially on results was not always consistently documented or available for particular activities. This was a problem encountered already in the mid-term evaluation of the Consumer Programme 2007-2013¹⁰ as well as a point noted by

⁹ Where possible, we have referred to multiple sources of evidence in the answers to the evaluation questions in line with the guidance on data triangulation under Tools #4 and #46 the Better Regulation Toolbox.

¹⁰ European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 175

several stakeholders interviewed for this study, some of whom remarked that they were unable to provide an assessment of the effectiveness and benefits of certain activities due to a lack of data available to them (e.g. regarding the level of product safety and product-related injuries).

Data on potential wider effects of the activities (e.g. on consumer trust in product safety, in consumer organisations, in national authorities, etc.) was generally available through the Consumer Conditions Scoreboard. However, these data series measure potential effects only at a high level, and are not directly linked to the activities funded under the Consumer Programme. Changes and trends in these series are influenced by many factors other than the Consumer Programme. While a direct causal link therefore cannot be established between these data series and the activities funded under the Consumer Programme, indicators for potential wider effects have been reported where available in order to show the trends in these series in parallel to the Consumer Programme and provide possible insights at the impact level.

Two factors that posed specific challenges for data collection relate to the characteristics and the implementation of the Consumer Programme. Namely, the funded activities are highly diverse in terms of their scope as well as their beneficiaries and the funding mechanisms used (see section 5.6 on the implementation of the Consumer Programme), and have gone through changes in administration since 2007 (e.g. the delegation of the Programme management to CHAFEA in 2008). As a result, the relevant evidence was dispersed across multiple sources and authorities and not always available in a consistent and comparable format. It therefore often took considerable effort to assemble the data and bring it into a workable format. The fact sheets on the specific Actions of the Consumer Programme 2007-2013 in Annex I show the comprehensive results of these efforts.

The nature of the Programme's stakeholders presented another limitation in the course of the evaluation due to the fact that the stakeholders of the Consumer Programme are also often its direct or indirect beneficiaries, and may therefore not entirely impartial in providing their assessment of its activities. Nevertheless, partly due to the other data limitations noted above, interviews with stakeholders who are familiar with the Programme and its outputs and results form a key part of the evidence base for this evaluation. We have therefore taken great care throughout the evaluation to triangulate the data from stakeholder interviews with evidence from other sources wherever possible, and to differentiate in the text between the assessments of direct beneficiaries (and participants in the activities) and other stakeholders.

Effectiveness

One of the challenges encountered in the assessment of effectiveness in the ex-post evaluation of the Consumer Programme 2007-2013 related to the broad and high-level **nature of the Programme's** objectives, whose posed challenges for measuring the extent to which the objectives of the Programme had been reached. Additionally, unlike the Consumer Programme 2014-2020, the Consumer Programme 2007-2013 did not include any indicators for measuring the achievement of the objectives in its legal base. In assessing the achievement of the Programme objectives, we have therefore made use of indicators on other relevant outputs and results, as well as indicators concerning possible wider effects of the actions, supported by the stakeholder assessments collected in the broad-scale interview process which covered EU level organisations and also key stakeholders in all EU Member States, Norway and Iceland (see above). Given that most of these indicators were first introduced as part of the Consumer Programme 2007-2013, however, data was usually not available prior to 2008; the baseline for these indicators is therefore presented as the annual average over the first half of the Programme (2007-2010) instead of the annual average of the pre-implementation period.

Another limitation in the ex-post evaluation of the Consumer Programme 2007-2013 **concerned the measurement of the Programme's long-term impacts**. In addition to the point noted above that data on high-level wider effects are not directly linked to the Programme activities, it is important to note that the Consumer Programme 2007-2013 was immediately followed by the Consumer Programme 2014-2020, which continued many of the activities that had been pursued in 2007-2013. Trends in the indicators of possible wider effects may therefore reflect the present impacts of the Consumer Programme 2014-2020 as well as the long-term impacts of the Consumer Programme 2007-2013. We have accordingly presented longer-term data series of possible wider effects where possible while taking care to visibly distinguish the periods of the different Consumer Programmes.

Efficiency

The limitations noted above related to assessment of effectiveness are also generally relevant for the assessment of efficiency, since the consideration of the benefits of the Consumer Programme relies on key inputs from the assessment of effectiveness.

One challenge specifically related to the quantification of the costs arises from the specific characteristics of the Consumer Programme, namely, that a number of actions support the implementation of legal obligations arising from different legislative bases, e.g. RAPEX (GPSD) or the CPC Network (CPC Regulation). In consequence this means that implementation costs (including administrative costs) related to this underlying legislation overlap to some extent with costs of beneficiaries of the activities funded under the Programme. For example, the costs of Member States for staffing of the RAPEX contact point in their country arise from their obligation in the underlying legislation to contribute to this system. They are therefore unrelated to the Programme. The evaluation team has therefore taken great care to disentangle in its assessment, e.g. of effectiveness, **the activities' implementation through the Consumer Programme** from the effects of the underlying legislation.¹¹ Also, the quantification of Programme costs in this evaluation focuses on direct Programme costs and co-financing contributions of beneficiaries, for which unambiguous data is available. Other costs are not considered, to avoid distortions through unclear delineations between Programme activities and those caused by the underlying legislation itself.

During the inception phase it also became clear that the potential benefits of Programme activities were mostly not suitable for quantification (e.g. better information on consumer markets and problems) or monetisation (e.g. wider effects such as an increase in consumer trust). Stakeholders were unable to provide quantitative estimates concerning the benefits they incurred, and the available evidence did also not allow for the assessment of wider benefits, such as the reduction of product-related injuries and accidents in the EU through RAPEX notifications on unsafe products (due to a lack of relevant data series, see section 6.1.1). Furthermore, as noted above, where indicators for potential wider effects did exist, these were available only at a high level and were not directly linked to the Programme activities. It was therefore decided to assess the Programme benefits at a qualitative level (see discussion of efficiency, section 6.2).

Other evaluation criteria

Another challenge related specifically to the assessment of relevance concerned the identification of consumer needs. Consumers are generally not asked directly about **their needs; rather, the assessment of consumers' needs at the EU level is usually**

¹¹ We have in this evaluation therefore also included references to the underlying legislation, where this was essential for the assessment of Programme activities.

indirect, being mainly done through stakeholder consultation (e.g. with organisations representing consumer interests), market research, behavioural studies, and the monitoring of consumer conditions and markets through the Consumer Scoreboards. While these sources do provide key evidence on certain consumer needs, especially in the context of consumer problems and redress as well as the functioning of the consumer internal market, they are not equivalent to a systematic needs analysis and relate only indirectly to the specific objectives and activities of the Consumer Programme. Consequently, other potential consumer needs (such as the need to have unbiased information, e.g. regarding product and service quality, or emerging needs not covered yet by the Scoreboards) are explored in these sources to a lesser degree. We have therefore supplemented the assessment of needs and problems with input from stakeholders which (in the case of national authorities, ECCs, and consumer organisations) are specifically tasked with protecting and/or representing the consumer interest and which are also familiar with the activities of the Consumer Programme.

5. Description of the Consumer Programme 2007-2013

This section provides an overview of the Consumer Programme 2014-2020 including the policy context, objectives and scope, intervention logic, and main activities, elaborates the continuity with the previous Programme and describes its implementation.

5.1. Context, baseline, and intervention logic of the Consumer Programme 2007-2013

5.1.1. Policy context

The Consumer Programme (officially: the Programme of Community Action in the field of consumer policy) 2007-2013 was established in December 2006.¹² in order to support the implementation of the Consumer Policy Strategy 2007-2013. The 2007-2013 Strategy identified five priority areas:¹³

- Better monitoring of consumer markets and national consumer policies;
- Better consumer protection regulation;
- Better enforcement and redress;
- Better informed and educated consumers;
- Putting consumers at the heart of other EU policies and regulation.

The Decision establishing the Consumer Programme 2007-2013 noted that implementation of the Programme should take into account the fact that the internal market will not function properly if consumers are less well protected in some Member States than in others. The 2007-2013 Programme therefore placed emphasis on improving consumer protection and awareness in the then-New Member States with the aim to ensure a level playing field within the EU.

5.1.2. Baseline

The actions of the Consumer Programme 2007-2013 were intended to address some of the earlier problems that continued to be relevant at the end of the earlier Consumer Programme 2004-2007 as well as new and emerging problems that had been identified as part of the underlying Consumer Policy Strategy.¹⁴

The ex-post evaluation of the Consumer Programme 2004-2007 and mid-term evaluation of the Consumer Programme 2007-2013 concluded that by the end of the Consumer Programme 2004-2007 the single market continued to be fragmented along national lines due to differences in the regulatory framework and in approaches to consumer protection between Member States, including with respect to redress.¹⁵

¹² Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)

¹³ EU Consumer Policy Strategy 2007-2013

¹⁴ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 103

¹⁵ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 51-57

Consequently, there was a continued lack of consumer confidence in cross-border transactions, with just 32% of EU consumers in 2006 reporting that they felt equally confident shopping online in another EU country compared to their own.¹⁶ Only 6% of EU consumers in 2006 reported that they had made an online cross-border purchase from another EU country within the last year.¹⁷ The mid-term evaluation also identified a lack of knowledge or awareness of consumer rights as a continuing problem at the start of the 2007-2013 Programme.¹⁸

The ex-post evaluation of the Consumer Programme 2004-2007 found that although key steps had been taken with respect to improving the evidence base for consumer policy, there was still a need to continue and further develop these actions in the Consumer Programme 2007-2013.¹⁹ Price transparency in specific markets (e.g. financial services) was also considered to remain a problem.²⁰

The Consumer Policy Strategy 2007-2013 also identified a number of new and emerging problems that had increasingly been influencing consumer policy in the period before the Consumer Programme 2007-2013. It noted that traditional consumer protection approaches had not yet fully adapted to deal with the online environment, citing for example the need to improve market surveillance with respect to e-commerce with third countries and the need to improve the enforcement of consumer rights across borders. It also noted an increasing number of vulnerable consumers, considering the aging population and the growth in consumption by children (e.g. through online purchases).²¹

Another problem that had been highlighted in the Consumer Policy Strategy related to a lack of integration of consumer interests into other EU policies.²² Stakeholders consulted in the framework of the ex-post evaluation of the Consumer Programme 2004-2007 considered that the 2004-2007 Programme had had only limited success in this area.²³ While the ex-post evaluation found that consumer organisations had been increasingly involved in policy development prior to the Consumer Programme 2007-2013, it considered that the involvement of consumer organisations could be improved. The ex-post and mid-term evaluations also indicated the continuing need for capacity building of national consumer organisations.²⁴

The baseline is elaborated in further detail in the answers to the evaluation questions in section 6.1.

¹⁶ European Commission, Special Eurobarometer 252: Consumer protection in the Internal Market (2006)

¹⁷ European Commission, Special Eurobarometer 252: Consumer protection in the Internal Market (2006)

¹⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 103

¹⁹ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 58-59

²⁰ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 56

²¹ EU Consumer Policy Strategy 2007-2013, p. 9-11

²² EU Consumer Policy Strategy 2007-2013, p. 10-11

²³ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 59

²⁴ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 58-59, 103-104

5.1.3. Intervention logic

The rationale of the Consumer Programme 2007-2013 as reflected in its general aim is to complement, support, and monitor the policies of the Member States and to contribute to protecting the health, safety and economic and legal interests of consumers, as well as to promoting their rights to information, to education and to organise themselves in order to safeguard their interests.²⁵ The preamble of the implementing Decision states that the Community can contribute to protecting the health, safety and economic and legal interests of citizens through actions in the field of consumer protection and establishes a financial programme on this basis.²⁶

The intervention logic of the Consumer Programme 2007-2013 (shown below) **describes the underlying 'theory' of the intervention, taking as its starting point the problem areas that have been identified above as part of the baseline.** Based on the identification of the needs and problems, the general objectives of the Consumer Programme (briefly: to ensure a high level of consumer protection and to ensure the effective application of consumer protection rules)²⁷ are pursued through a set of actions, which are implemented using inputs that are delivered through different financing mechanisms (see section 5.6 for more detail on implementation). On this basis, the actions are expected to generate concrete outputs. These are in turn expected to produce the desired results, which relate back to the specific objectives and address the original problems and needs identified.

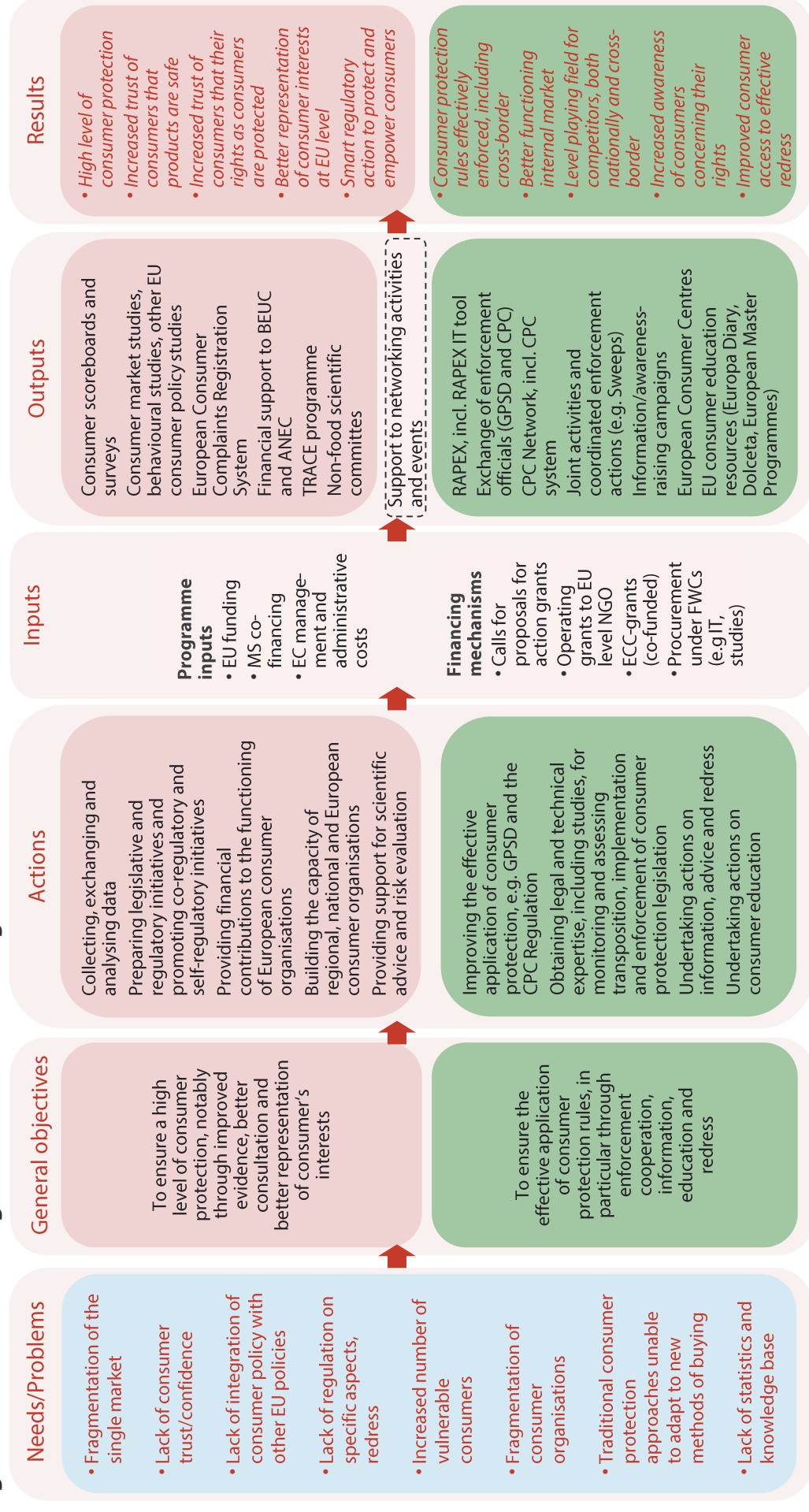
The intervention logic of the Consumer Programme 2007-2013 had been presented in the roadmap accompanying this evaluation, and was further refined in light of the results of the research conducted. The refined intervention logic is presented in the figure below.

²⁵ Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013), article 2(1)

²⁶ Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013), para (2)

²⁷ Regulation (EU) No. 254/2014 of the European Parliament and of the Council of 26 February 2014 on a multiannual consumer programme for the years 2014-20, article 2

Figure 2: Intervention logic of the Consumer Programme 2007-2013



5.2. Objectives and scope of the Consumer Programme 2007-2013

The Consumer Programme 2007-2013 was designed with the aim to 'complement, support and monitor the policies of the Member States and to contribute to protecting the health, safety and economic and legal interests of consumers, as well as to promoting their rights to information, to education and to organise themselves in order to safeguard their interest.' This overarching aim was to be pursued through the following two objectives:

- Objective I: To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests; and
- Objective II: To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress.²⁸

Each of the objectives was assigned a set of action types in the Annex of the Decision, with 11 types of actions in total. These actions are listed by objective in the following subsections and summarised in Annex II.

The actions funded under the Consumer Programme are of three kinds:

1. Actions corresponding to legal obligations imposed by the Treaty on the Functioning of the European Union and the existing EU acquis in the area of consumer protection (e.g. implementation of the GPSD or the CPC Regulation);
2. Actions which are not or could not be undertaken at the national level because of their EU-level character (e.g. ECC-Net, support to a European level consumer organisation); and
3. Actions complementing and enhancing the efficiency of measures undertaken at the national level (e.g. capacity building for national consumer organisations, joint enforcement actions, networking and events).

For the implementation of the Programme, a total of EUR 148.6 million was spent during the seven years of the Consumer Programme 2007-2013. The funds committed are discussed by objective in the following sections.

5.3. Objective I

Objective I of the Consumer Programme 2007-2013 aimed to ensure a high level of consumer protection, through improved evidence, better consultation and better **representation of consumers' interests**. **Objective I was carried out under the first seven eligible actions of the Consumer Programme:**

- Action 1: The collection, exchange, and analysis of data and information that provide an evidence base for the development of consumer policy and for the integration of consumer interests in other Community policies;

²⁸ Article 2(2), Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)

- Action 2: The collection, exchange, analysis of data and information, and development of assessment tools that provide an evidence base on the safety of consumer goods and services, including consumer exposure to chemicals released from products, risks and injuries in relation to specific consumer products and services, and technical analysis of alert notifications;
- Action 3: Support for scientific advice and risk evaluation, including the tasks of the independent scientific committees established by Commission Decision 2004/210/EC of 3 March 2004 setting up Scientific Committees in the field of consumer safety, public health and the environment;
- Action 4: Preparation of legislative and other regulatory initiatives and promotion of co-regulatory and self-regulatory initiatives;
- Action 5: Financial contributions to the functioning of European consumer organisations;
- Action 6: Financial contributions to the functioning of European consumer organisations representing consumer interests in the development of standards for products and services at Community level; and
- Action 7: Capacity building for regional, national and European consumer organisations, notably through training and exchange of best practice and expertise for staff members, in particular for consumer organisations in Member States which acceded to the European Union on or after 1 May 2004.

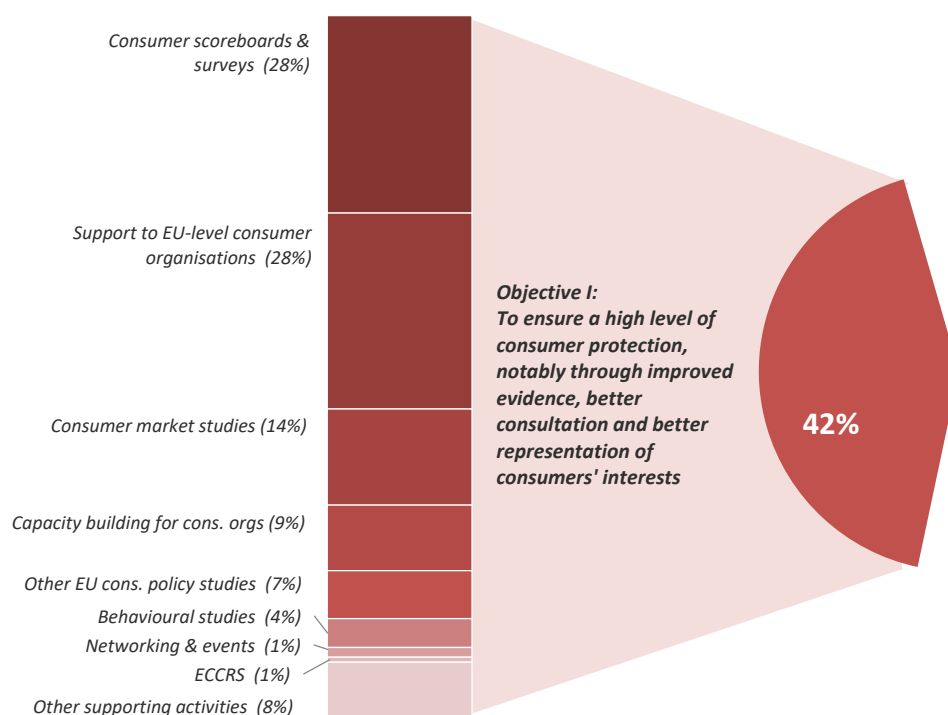
Each of the actions above was carried out through specific activities funded under the Consumer Programme. The main types of activities that were funded under Objective I included:

- Consumer scoreboards and surveys;
- Consumer market studies;
- Behavioural studies (on consumer decision making);
- Other EU consumer policy studies (e.g. evaluations);
- Support to EU-level consumer organisations;
- Capacity building for consumer organisations;
- EU consumer information/awareness raising campaigns; and
- The European Consumer Complaints Registration System and related support measures.

Each main activity comprises one or more specific activities funded under the Consumer Programme. The main activities and specific activities for each action under Objective I are discussed in detail in the fact sheets for Actions 1-7 in Annex I.

EUR 62.7 million, or 42% of the funds committed under the Consumer Programme between 2007 and 2013, were spent on activities related to Objective I. The following figure shows a detailed breakdown of the funds spent under Objective I of the Consumer Programme 2007-2013 by main activity.

Figure 3: Breakdown of funds committed under Objective I by main activity, 2007-2013



Source: Civic Consulting, based on budget data provided by DG Justice and Consumers.

As the figure above shows, the largest budget items under this objective were consumer scoreboards and surveys and support to EU-level consumer organisations, which each consumed about 28% of the total funds spent under Objective I (i.e. about EUR 17.5 million each). The smallest budget item under Objective I (excluding other supporting activities) was the European Consumer Complaints Registration System (1% of total funds spent under Objective I).

5.4. Objective II

Objective II of the Consumer Programme 2007-2013 aimed to ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress. Objective II was carried out under the following four eligible actions of the Consumer Programme:

- Action 8: Actions to improve the effective application of Community consumer protection legislation, in particular Directive 2001/95/EC of the European Parliament and of the Council of 3 December 2001 on general product safety and Regulation (EC) No 2006/2004 of the European Parliament and of the Council of 27 October 2004 on cooperation between national authorities responsible for the enforcement of consumer protection laws;
- Action 9: Legal and technical expertise, including studies, for the monitoring and assessment of the transposition, implementation and enforcement of consumer protection legislation by Member States, notably Directive 2005/29/EC of the European Parliament and of the Council of 11 May 2005 concerning unfair business-to-consumer commercial practices in the internal market and Regulation (EC) No 2006/2004.;

- Action 10: Actions on information, advice and redress; and
- Action 11: Actions on consumer education.

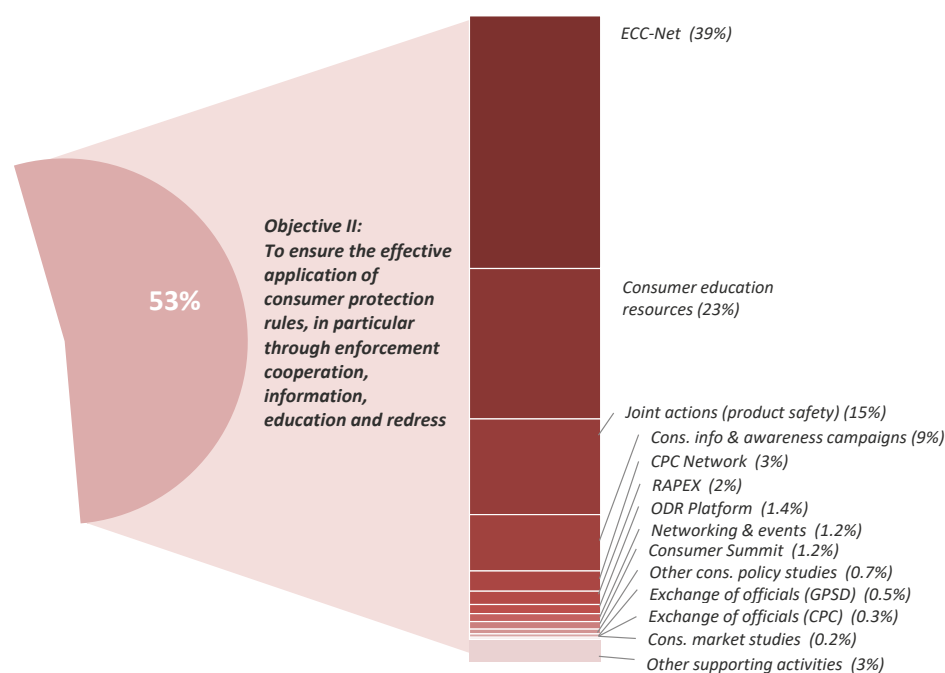
Each of the actions above was carried out through specific activities funded under the Consumer Programme. The main types of activities that were funded under Objective II included:

- The European Consumer Centres Network (ECC-Net);
- The Consumer Protection Cooperation (CPC) Network, including the CPC system;
- Joint activities and coordinated enforcement actions in the area of non-food consumer product safety;
- The Rapid Alert System for dangerous non-food products (RAPEX), including the Rapex IT tool;
- Exchanges of safety enforcement officials (GPSD);
- Exchanges of enforcement officials (CPC);
- EU consumer education resources;
- EU consumer information and awareness raising campaigns;
- Development of the Online Dispute Resolution (ODR) Platform;
- The Consumer Summit;
- Consumer market studies; and
- Other EU consumer policy studies (e.g. evaluations).

Each main activity comprises one or more specific activities funded under the Consumer Programme. The main activities and specific activities for each action under Objective II are discussed in detail in the fact sheets for Actions 8-11 in Annex I.

EUR 78.9 million, or 53% of the funds committed under the Consumer Programme between 2007 and 2013, were spent on activities related to Objective II. The following figure shows a detailed breakdown of the funds spent under Objective II of the Consumer Programme 2007-2013 according to main activity.

Figure 4: Breakdown of funds committed under Objective II by main activity, 2007-2013



Source: Civic Consulting, based on budget data provided by DG Justice and Consumers.

As shown in the figure above, the largest budget item under Objective II was the ECC-Net, which consumed about 39% of the funds spent under this objective (approximately EUR 31.0 million). The second-largest activity by budget was consumer education resources (approximately EUR 17.4 million), which included the development of a European Masters Degree Programme in consumer policy. The smallest budget items under Objective II in 2007-2013 included the exchange of GPSD and CPC officials (respectively 0.5% and 0.3% of total funds spent under Objective II) as well as consumer market studies (0.2%).

5.5. Implementation of the Consumer Programme 2007-2013

The Consumer Programme 2007-2013 was managed from 2008 onwards by the Executive Agency for Health and Consumers (EAHC), now the Consumers, Health, Agriculture and Food Executive Agency (CHAFEA),²⁹ which implemented the main part of the Consumer Programme, mainly through grants and contracts.

The key inputs to the Consumer Programme were EU funding, co-financing contributions from Member States' governments, and the management and administrative costs of the European Commission. In order to appropriately respond to the needs of the Member States and stakeholders, the Programme used different financial mechanisms, such as:

- Grants for actions, including for actions jointly financed by the Community and Member States;

²⁹ Commission Implementing Decision of 17 December 2014 amending Implementing Decision 2013/770/EU in order to transform the 'Consumers, Health and Food Executive Agency' into the 'Consumers, Health, Agriculture and Food Executive Agency', 2014/927/EU

- Grants for actions intended to develop integrated European Master Degree courses in consumer issues;
- Grants for the functioning of European consumer organisations; travel and subsistence allowances for the exchange of enforcement officials;
- Indemnities to members of scientific committees; and
- Direct financing through contracts to cover specific needs of the consumer policy.³⁰

In line with the underlying rationale of the Consumer Programme (see section 5.1.3 above) as well as the aim of the Programme, which states that the Programme shall **"complement, support and monitor the policies of Member States"**,³¹ most actions of the Consumer Programme aim at helping national authorities, policymakers and similar actors better assist consumers and fulfill their mandate with respect to ensuring a high level of consumer protection. The main direct beneficiaries of the Programme are therefore:

- Member States' authorities, including individual enforcement officials (e.g. by facilitating enforcement cooperation);
- The European Commission (through procurement activities);
- BEUC and ANEC (which received direct operating grants); and
- European Consumer Centres.

National consumer organisations are generally indirect beneficiaries of the Consumer Programme, with limited exceptions (e.g. receiving grants as complaint-handling bodies or travel reimbursements for certain networking activities and other events). Individual experts may also receive reimbursements to participate in expert groups, workshops and other meetings.

Consumers themselves are only indirect beneficiaries of the Consumer Programme, benefiting from a higher level of consumer protection in general, including in a cross-border context, as well as from specific activities (e.g. consumer education resources, advice from ECCs). This is also true to a more limited extent for businesses, which benefit e.g. from a better functioning internal market through the harmonised enforcement of consumer protection rules.

5.6. Summary of the implementation of the Consumer Programme 2007-2013

The following table summarises the implementation of the Consumer Programme 2007-2013 by objective with respect to funds committed, actions, direct beneficiaries, key outputs, and the results and impacts. Full lists of outputs (e.g. individual activities and studies funded) can be found in the factsheets in Annex I. All figures listed in the results and impacts column are taken from the assessment of effectiveness in section 6.1 and refer to annual averages over the first and second halves of the Programme.

³⁰ Roadmap: Evaluation of Consumers programmes: 2007-2013 and 2014-2020, Ref. Ares(2017)1716138 - 30/03/2017

³¹ Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013), article 2(1)

Table 5: Summary of the implementation of the Consumer Programme 2007-2013

Objective	Budget committed (EUR)	Actions	Direct beneficiaries	Key outputs	Key results and impacts*
Objective 1 — To ensure a high level of consumer protection	62.7 million	Action 1: The collection, exchange, and analysis of data and information that provide an evidence base for the development of consumer policy and for the integration of consumer interests in other Community policies	Procurement (EC)	Publication of the Consumer Markets Scoreboard and the Consumer Conditions Scoreboard in alternate years 11 consumer market studies 5 behavioural studies 4 other EU consumer policy studies Development and maintenance of the ECCRS 24 meetings of the Financial Services User Group	Better evidence on consumer markets and problems at the Member State and EU level Better scientific evidence regarding the safety of non-food products and services Better understanding of consumer decision-making Better/smarter regulatory action in the area of consumer protection Some convergence between the newer Member States and the older Member States in terms of consumer protection across the EU
		Action 2: The collection, exchange, analysis of data and information, and development of assessment tools that provide an evidence base on the safety of consumer goods and services	Procurement (EC)	Study on flame retardants 3 other EU consumer policy studies	Improved representation of consumer interests at the EU level
		Action 3: Support for scientific advice and risk evaluation, including the tasks of the independent scientific committees	Experts	724 meetings of the independent scientific committees	Increase in percentage of EU consumers that feel adequately protected by existing measures to protect consumers, from 54% to 57%
		Action 4: Preparation of legislative and other regulatory initiatives and promotion of co-regulatory and self-regulatory initiatives	Procurement (EC) National consumer authorities	1 behavioural study 2 consumer market studies 7 other EU consumer policy studies 6 EU Presidency events	Increase in consumer trust that non-governmental consumer organisations protect their rights (66% to 74%), particularly in the recently acceded Member States
		Action 5: Financial contributions to the functioning of European consumer organisations	BEUC	Operating grant to BEUC	

	Action 6: Financial contributions to the functioning of European consumer organisations representing consumer interests in the development of standards for products and services at Community level	ANEC	Operating grant to ANEC	
	Action 7: Capacity building for regional, national and European consumer organisations	Procurement (EC)	Support for capacity building activities through TRACE	
Objective II — To ensure the effective application of consumer protection rules	78.9 million	Action 8: Actions to improve the effective application of Community consumer protection legislation, in particular the GPSD and CPC Regulation	National consumer authorities National market surveillance authorities Enforcement officials Procurement (EC)	Development and maintenance of the RAPEX system 25 joint actions in the area of product safety 119 exchanges of product safety officials Maintenance of the CPC Network IT tool (CPCS) 7 sweeps 62 exchanges of enforcement officials Other networking and events including CPC workshops 2 consumer market studies 3 other EU consumer policy studies 1 other EU consumer policy study Development of the Unfair Commercial Practices database Development of the ODR platform (see Part 1 of this study)
			Improved market surveillance and enforcement of product safety legislation Better information on unsafe products for enforcement authorities, consumers, and businesses Better trained enforcement officials (product safety and CPC) Better cooperation with authorities in other Member States Better information on consumer rights infringements in other Member States Better cooperation and exchange of best practices with authorities and stakeholders in other Member States Increase in consumer trust that products are safe, from 66% to 68%	
			Increased consumer trust in enforcement authorities to protect their consumer rights, from 57% to 60%	
			About three quarters of retailers consider that public authorities actively monitor and ensure compliance with product safety legislation in their sector, and a similar share agrees that public authorities actively monitor and ensure	
			Support for the ECC-Net, including the IT tool 6 Consumer Summits	
			European Consumer Centres Procurement (EC)	
			Action 9: Legal and technical expertise, including studies, for the monitoring and assessment of the transposition, implementation and enforcement of consumer protection legislation by Member States	
			Action 10: Actions on information, advice and redress	

Action 11: Actions on consumer education	Procurement (EC)	9 consumer information campaigns	compliance with consumer legislation in their sector
	Grants in the framework of the European Masters Degree Programme	Development and maintenance of DOLCETA Development of the Europa Diary European Masters Degree Programme offered through 3 academic consortia consisting of 13 total universities Scholarships provided to Masters students 1 other EU consumer policy study	Better functioning of the consumer internal market, reflected in an increase in online cross-border transactions Better advice for consumers in cross-border cases within the EU/EEA

Source: Own compilation. * For a detailed discussion of wider effects of the Programme and related benefits, see sections 6.1 and 6.2. Note that the listed potential wider effects of the Programme are influenced by a variety of other factors. For example, the increase in consumer trust that products are safe may also depend on the financial and staff resources for market surveillance at the national level, consumer awareness of unsafe features of products, precautions taken by producers and traders etc.

6. Answers to the evaluation questions

In this section we present the results of the ex-post evaluation of the Consumer Programme 2007-13. It combines evidence collected from all methodological tools and provides detailed answers to the evaluation questions. The sections below provide answers to the evaluation questions concerning effectiveness, efficiency, coherence, relevance and EU added value, as well as other criteria.

6.1. Effectiveness

To what extent have the objectives of the Consumer Programmes been achieved by the choice and implementation of their actions? To what extent have different factors influenced the level of the achievements observed? To what extent can the effects be credited to the Commission interventions?

6.1.1. Product safety

The key findings of the evaluation regarding effectiveness in the area of product safety are that:

- ▶ **The Consumer Programme 2007-2013 contributed to achieving the Programme objectives in the area of product safety, particularly with respect to information exchange and improved enforcement cooperation between Member States. The activities of the Programme built upon and consolidated the achievements of the previous Programme.**
- ▶ **Limited data is available concerning the wider effects of the Consumer Programme on product safety. Nevertheless, in parallel to the efforts undertaken as part of the Consumer Programme, consumer trust in product safety increased slightly during the Programme period and continued to increase after the end of the Programme. As the subsequent Consumer Programme largely continued the same funded activities, this may also indicate that increases in consumer trust require broad, long-term and consistent efforts, rather than being directly affected by specific measures.**
- ▶ **Key factors that influenced the level of achievement of the Programme objectives in the area of product safety included limited staff and financial resources for market surveillance and enforcement in Member States, as well as emerging risks, e.g. from new, complex products.**

The actions in the area of product safety under the Consumer Programme 2007-2013 were aimed at contributing to the achievement of both **Objective I** ("to ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests") and **Objective II** ("to ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress").

Product safety had already been identified in the ex-post evaluation of the Consumer Programme 2004-2007 as one of the most influential areas of the earlier Consumer Programme, especially with respect to the then-recently established Rapid Alert System for dangerous non-food products (RAPEX).³² The 2011 mid-term evaluation of the Consumer Programme 2007-2013 concluded that RAPEX had continued to play a key role in strengthening Member State cooperation on market surveillance

³² European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 56.

throughout the first half of the Consumer Programme, but nevertheless recommended to further strengthen surveillance and enforcement through the RAPEX system and to improve cooperation with international partners.³³

The achievement of the objectives in the area of product safety was pursued through activities funded under Actions 2, 3, 4 and 8 of the Consumer Programme 2007-2013, which focus on improving the effective application of consumer protection legislation, providing scientific advice and risk analysis, and other activities supporting the development of an evidence base on the safety of consumer goods and services. Of these actions, improving the effective application of consumer protection legislation accounts for about three quarters of the Programme resources spent in the area of product safety. This includes the funding of RAPEX,³⁴ joint cooperation and enforcement actions of market surveillance authorities across Europe, and related training and networking activities (for more details, see section 5 and the detailed fact sheets on the actions financed in Annex I).

The level of achievement of the Programme objectives in the area of product safety over the course of the Consumer Programme 2007-2013 will in the following be evaluated in comparison with the situation as assessed in the 2011 mid-term evaluation of the Consumer Programme, based on key indicators for the progress made.³⁵ As indicated in the limitations section (5.1.2.), due to the lack of indicator data prior to 2008, the baseline for the selected indicators in all Programme areas is taken to be the annual average over the first half of the Programme (2007-2010) instead of the average over the pre-implementation period.

The following table presents output and result indicators related to key activities in the area of product safety for the baseline period of 2007-2010 and the following period of 2011-2013, along with an assessment of the progress made. The results over the Programme period generally indicate mostly stable or positive trends in the given indicators, except in the case of the ratio of the number of reactions to the number of serious risk notifications in the RAPEX system, which saw a slight negative trend between the first and second halves of the Programme.

³³ European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 170-173.

³⁴ RAPEX is a tool for competent authorities of the participating countries and the EU institutions to facilitate rapid information exchange on unsafe products and to implement market surveillance. In addition, RAPEX serves through its website as a source of information on unsafe products for businesses and the wider public, with notifications published since 2008 on a daily basis. For more details, see case study on RAPEX in Annex I of this report.

³⁵ Note that unlike the current Consumer Programme 2014-2020, the Consumer Programme 2007-2013 did not officially define any indicators in its legal basis.

Table 6: Overview of progress made during evaluation period (indicators for outputs and results – Product safety)

Indicator	Baseline (annual average 2007-10)	Following period (annual average 2011-13)	Progress made
Number of RAPEX notifications (all/serious risks)	1 927 / 1 641	2 016 / 1 818	n.a. (increasing) ^{a)}
Ratio number of reactions/number of RAPEX notifications (serious risks)	1.09	1.03	– / O (slight negative trend)
Number of joint actions in the area of product safety	4	4	O
Number of exchanges of product safety officials	17	28	+

++ = significant progress made; + = progress made; O = stable; – = negative trend.

Source: RAPEX annual reports 2007 to 2013; DG SANCO annual activity report 2014; data provided by DG JUST and CHAFAA (2018). Notes: Averages calculated on basis of the available annual data. a) Increase in the number of notifications could be caused by various factors, such as better cooperation between MS, more market surveillance, more unsafe products on the market etc.

The first two indicators in the table above relate to the RAPEX system. With respect to the increase observed in the number of RAPEX notifications, it is important to recall that in the first year of the Consumer Programme 2007-2013, RAPEX had only been in operation for 3 to 4 years. The increasing trend above may therefore reflect that **Member States' authorities became more familiar with the system over time;**³⁶ indeed, the annual total of overall notifications increased considerably over the Programme period, from 1 605 in 2007 to 2 328 in 2013.³⁷ The increase in the number of notifications can in any case be considered to reflect an increase in information exchange on dangerous products, indicating that progress has been made towards achieving the Programme objectives in this respect. The contribution of RAPEX to enforcement cooperation with respect to product safety and effective market surveillance is further illustrated by the measures taken in response to notifications under the RAPEX system by economic operators or authorities – such as the withdrawal of dangerous products from the market, sales bans, corrective actions or rejection of imports – to remove dangerous products from the market or prevent their import into the EU.³⁸

It can be concluded that during the Programme period, RAPEX further consolidated its role as a key element of the EU market surveillance and product safety framework that has contributed towards achieving the Programme objectives in the area of product safety. This is evidenced by its output and results, and confirmed by the assessments of the interviewed stakeholders at EU and Member State levels, which widely considered RAPEX to be an effective tool for market surveillance and product

³⁶ It is also important to note that the number of RAPEX notifications depends on a number of factors: for example, an increase in RAPEX notifications could be due to an increase in the number of unsafe products on the market, but it could also be a result of more effective or more comprehensive surveillance.

³⁷ RAPEX Annual Report 2016

³⁸ When these measures are ordered by national authorities, they are referred to as compulsory measures, while measures initiated by an economic operator are defined as voluntary measures. The number of compulsory measures more than doubled over the Programme period, from 643 in 2007 to 1 517 in 2013.

safety, thereby contributing to the effective application of consumer protection rules. This assessment is also in line with the findings of the 2011 mid-term evaluation, in which national authorities had identified RAPEX as the most useful of the main tools funded under the Consumer Programme 2007-2013.³⁹

The third indicator in the table above relates to joint actions in the area of product safety. As the table shows, an average of four joint actions (generally two to five) were carried out each year in the period from 2008 to 2013.⁴⁰ Actions concerned mainly classical product groups (from toys to sunbeds), with one joint action also focusing on new technologies (in 2012 on nanotechnologies and cosmetics). These actions often led to the submission of notifications to the RAPEX system. Stakeholder interviews confirmed that joint actions are an effective activity that have directly contributed to consolidating and enhancing product safety through market surveillance across EU borders, with national authorities (the direct participants) providing particularly positive assessments. This was also the conclusion of the mid-term evaluation of the Consumer Programme 2007-2013, where the proportion of Member **State authorities which assessed 'joint surveillance and enforcement activities' to have a 'large positive impact' was higher than for any other Programme action assessed.**⁴¹

The fourth indicator in the table above concerns exchanges of product safety officials, which was a new activity introduced during the course of the Programme in 2009.⁴² While the increase in the number of exchanges between the first and second halves of the Programme is considerable, with the number of exchanges in fact doubling between 2009 and 2011,⁴³ the recent start date of the activity must be kept in mind; similarly to the increase in notifications in the RAPEX system, the increase in the **number of exchanges may simply reflect that Member States' authorities became** more familiar with this activity over the first few years of its operation. Interviewed ministries and national authorities (i.e. the beneficiaries of this activity) considered that the exchanges of officials had in general been largely effective in improving product safety enforcement.

Other key activities funded under the Consumer Programme in the area of product safety, such as other networking and activities (e.g. the International Product Safety Week), the non-food scientific committees, and other activities regarding the development of an evidence base in the area of product safety were also implemented as envisaged and supported the achievement of the Programme objectives.⁴⁴

Interviewed stakeholders considered all activities related to product safety under the 2007-2013 Programme without exception to be largely effective.⁴⁵ When asked to

³⁹ European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 147.

⁴⁰ For more details, please refer to fact sheet CP 2007-2013 Action 8 in Annex I of this report.

⁴¹ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 126-8; 147-8.

⁴² The exchanges have offered participants the opportunity to share experience and knowledge on the practical implementation of Directive 2001/95 EC (GPSD). Exchanges included mainly 3 to 5 working day missions of one or a few participants in a host organisation.

⁴³ The number of exchanges doubled from 19 in 2009 to 39 in 2011.

⁴⁴ For details regarding outputs and results of individual actions/activities, refer to the fact sheets for Actions 2, 3, 4 and 8 in Annex I.

⁴⁵ See Annex III for details.

consider the extent to which the activities funded under the Consumer Programme had achieved specific benefits in their country, stakeholders considered that the activities had largely achieved the benefit of **Better information on unsafe non-food products for enforcement authorities**, and moderately achieved a range of other benefits, the highest-rated of which were:

- **Better trained enforcement officials;**
- **Better information on unsafe non-food products for consumers;** and
- **Better cooperation with enforcement authorities in other Member States.**

At the same time, interviewees emphasised that several factors (mostly external, i.e. independent of the Consumer Programme) had negatively influenced the level of achievement. The most commonly cited factor was **Limited staff/financial resources for market surveillance and enforcement**. Other factors included **new distribution channels** and **rapid product innovation** (see also Part 1 of this evaluation). Owing to these external factors, the interviewed stakeholders considered that the activities funded under the Programme had contributed to **Better cooperation with enforcement authorities in third countries** as well as a **Reduction in the number of accidents related to unsafe products** and **unsafe services** to only a limited extent.

As has been discussed in detail in Part 1 of this evaluation, data on product safety related trends, such as the incidence of product-related injuries and accidents in the EU, is not consistently available.⁴⁶ However, EU data series do exist concerning consumer perception of the level of product safety in the EU and retailer perception of enforcement of product safety legislation. As the table below indicates, these two indicators both show generally stable trends in the perception of product safety in the EU over the Programme period, with a slight positive trend.

Table 7: Overview of progress made during evaluation period (indicators for potential wider effects – Product safety)

Indicator	Baseline (annual average 2007-10)	Following period (annual average 2011-13)	Progress made
Percentage of EU consumers who agree either that essentially all non-food products are safe or that a small number of non-food products are unsafe	66%	68%	O / + (slight positive trend)
Percentage of retailers who agree that public authorities actively monitor and ensure compliance with product safety legislation in their sector	79%	81%	n.a. (increasing) ^{a)}

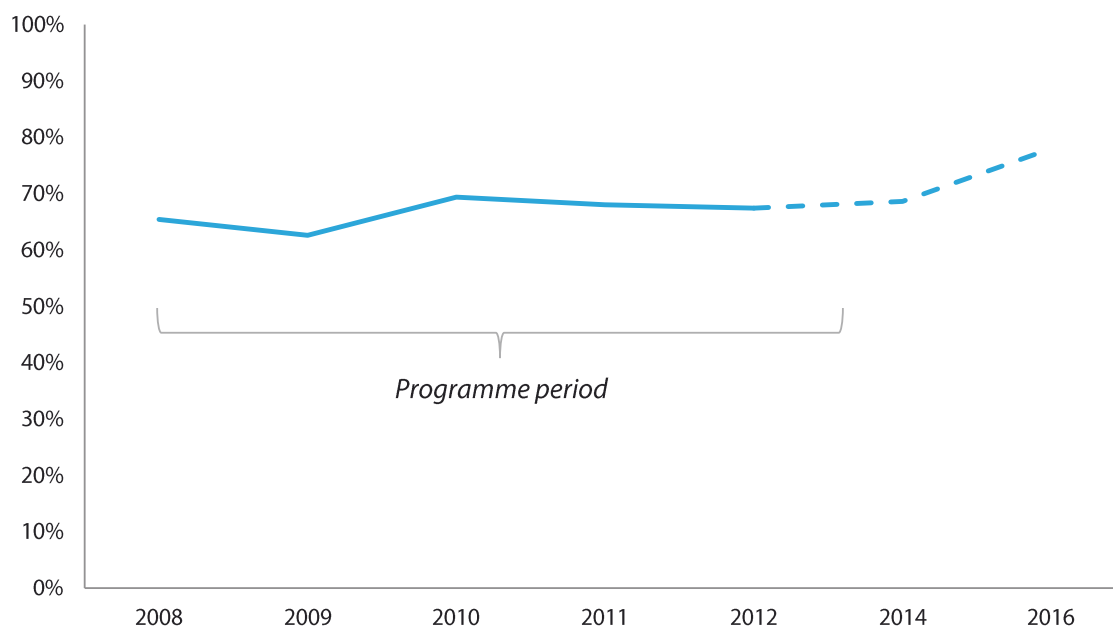
++ = significant progress made; **+** = progress made; **O** = stable; **–** = negative trend.

Source: Own compilation based on year-over-year differences indicated in the Commission's 2016 surveys of consumers' and retailers' attitudes toward cross-border trade and consumer protection as well as Flash Eurobarometer surveys 396 (2014), 359 (2012), 331 (2011), see notes to the figures below for question wording. Notes: Averages calculated on basis of the available annual data. a) Different bases are used for calculation of percentages therefore one should be cautious in comparing results: for 2009 and 2010 the base is all retailers while the base is retailers who sell non-food products for the later years.

⁴⁶ See the discussion in section 6.1.1.2 in Part 1 of this study regarding the lack of data on product safety trends and proposals for a pan-European accident and injury database.

The first indicator (consumer trust) has been consistently measured by the Commission's regular surveys on consumer attitudes toward cross-border trade and consumer protection since 2008. The following figure shows the development of consumer trust in product safety over time in more detail.

Figure 5: Percentage of consumers who agree that essentially all non-food products are safe or that a small number of non-food products are unsafe (EU average), 2008-2016



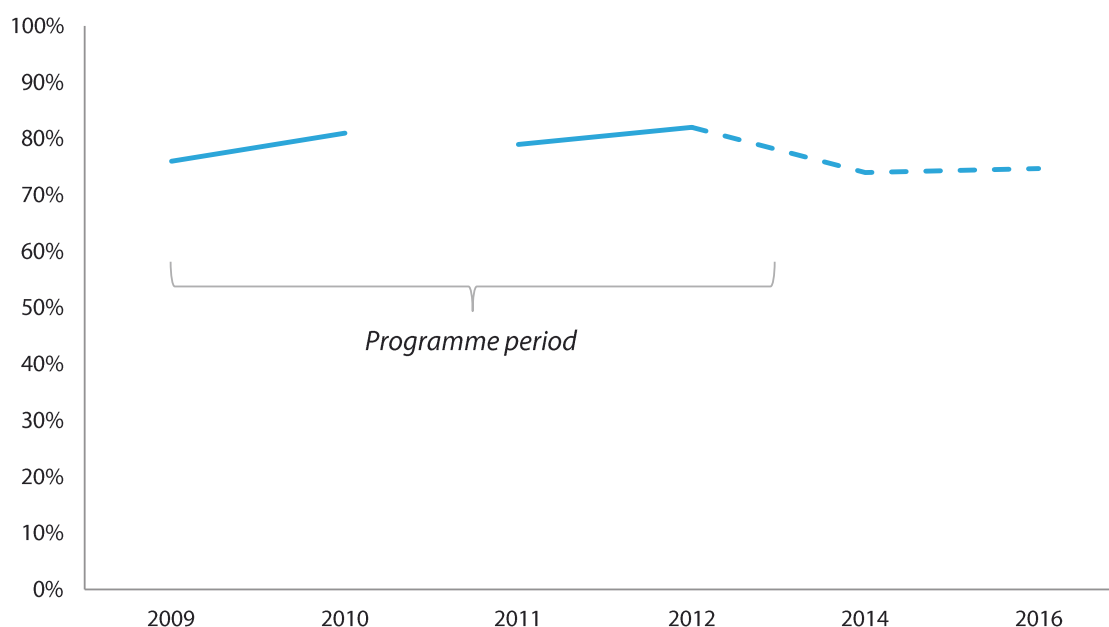
Source: Own compilation based on the Commission's 2016 survey of consumers' attitudes toward cross-border trade and consumer protection. Question text: Thinking about all non-food products currently on the market in (our country), do you think that...? / How strongly do you agree or disagree with each of the following statements. In (our country) ... (Essentially all non-food products are safe / A small number of non-food products are unsafe). The figure above reports the proportion of consumers who either "Agree" or "Strongly agree" with these statements.

The figure above demonstrates that consumer trust in product safety has been largely stable with a slight positive trend over the period of the Consumer Programme 2007-2013. In the EU, the proportion of consumers agreeing that essentially all non-food products in their country are safe (or that only a small number are unsafe) increased slightly over the Programme period from 65% in 2008 to 67% in 2012, before then increasing substantially over the following years to 78% in 2016.

Although various factors may influence consumer trust in product safety – such as measures taken by authorities, measures taken by producers/retailers, media coverage of dangerous products and related incidents etc. – the data nonetheless appear to indicate a positive trend in parallel to the efforts in enforcing product safety over the last decade, both at the national and EU levels, which became more pronounced after the end of the 2007-2013 Programme. As the subsequent Consumer Programme 2014-2020 largely continued the same funded activities, this may also indicate that increases in consumer trust require broad, long-term and consistent efforts, rather than being directly affected by specific measures.

These results contrast with the second indicator of wider effects considered here, the assessment of retailers concerning market surveillance activities in their sector, which has been measured since 2009. The following figure shows the detailed data concerning the percentage of retailers in the EU who agree that the public authorities actively monitor and ensure compliance with product safety legislation in their sector.

Figure 6: Percentage of retailers who agree that the public authorities actively monitor and ensure compliance with product safety legislation in their sector (EU average), 2009-2016



Sources: Flash Eurobarometer surveys 396 (2014), 359 (2012), 331 (2011), 300 (2010), 278 (2009). Question text: Please tell me whether you strongly agree, agree, disagree or strongly disagree with each of the following statements... "The public authorities actively monitor and ensure compliance with product safety legislation in your sector". The figure above reports the proportion of retailers who either "Agree" or "Strongly agree" with the statement. Base: All retailers (2009-2010), and retailers who sell non-food products (2011-2014).

The figure indicates that retailers' assessment of enforcement increased over the Programme period itself, from 76% in 2009 to 82% in 2012 (an increase of 6 percentage points). It then fell around the time of the end of the Consumer Programme 2007-2013 and start of the current Consumer Programme 2014-2020, and has remained stable since then. Nevertheless, a large majority of roughly three quarters of surveyed EU retailers agree that public authorities actively monitor and ensure compliance with product safety legislation in their sector.

It can therefore be concluded that the Consumer Programme has contributed to achieving the Programme objectives in the area of product safety. In parallel to the efforts concerning product safety and effective market surveillance during the Programme period, both at national and EU levels, and the implementation of related activities under the Consumer Programme, consumer trust in product safety slightly increased over the Programme period and has continued to increase in the long-term. A large majority of surveyed retailers also agree that public authorities actively monitor and ensure compliance with product safety legislation in their sector.

6.1.2. Consumer information and education

The key findings of the evaluation regarding effectiveness are that:

- ▶ **The Consumer Programme 2007-2013 contributed to achieving the Programme objectives, in particular with respect to improved evidence and better representation of consumers' interests. The introduction of the Consumer Scoreboards was highlighted as a key step forward with respect to developing the evidence base for consumer policy. Stakeholders also emphasised the importance of the Programme's financial support to BEUC, given its essential role in representing consumer interests at the EU level during the evaluation period.**
- ▶ **However, the Programme's consumer information and education measures were less effective in achieving the Programme objectives than other measures. The consumer education tools were found in separate evaluations to be outdated and were replaced in the subsequent Consumer Programme.**
- ▶ **In parallel to capacity-building activities funded under the Consumer Programme, trust in consumer organisations increased considerably over the Programme period in the Member States that acceded in 2004 or later, reducing the gap in consumer trust between the 'older' and 'newer' Member States.**
- ▶ **Key factors that influenced the level of achievement of the Programme objectives concern limited staff and financial resources at the Member State level for consumer education and information activities and the limited staff and financial resources of national consumer organisations which participated in capacity-building activities.**

Actions in the area of consumer education, information and support to consumer organisations in the Consumer Programme 2007-2013 were aimed at contributing to the achievement of both of the Programme objectives: to ensure a high level of consumer protection through improved evidence, better consultation and better representation of consumers' interests, and to ensure the effective application of consumer protection rules *inter alia* through information and education.

These objectives were similar to the objectives of the previous Consumer Programme in 2004-2007, as earlier problems in the market were still found to be significant, such as a lack of consumer confidence (particularly with respect to cross-border online shopping), lack of integration of consumer policy with other EU policies, weak and under-resourced national consumer organisations and the lack of an evidence base upon which to develop policies.⁴⁷ As a result, most of the actions in this Programme area, which are described in more detail in section 5 and Annex I, were continued from the previous Programme in an effort to address these problems. The Consumer Programme 2007-2013 also continued the emphasis of the previous Programme on improving consumer protection and awareness in the Member States who acceded in 2004 or later.

The actions in this Programme area were already assessed in the context of the 2011 mid-term evaluation of the Consumer Programme 2007-2013, which concluded that the Programme had been successful in gathering evidence to support policy development and that training of national consumer organisations had been effective, but that there had been more limited progress on consumer education. The evaluation recommended to develop and focus the evidence base, to continue funding the training of consumer organisations (with a possible need for training measures at the

⁴⁷ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations

national level), to improve information dissemination, and to consolidate the information and education tools.⁴⁸ As described below, these recommendations led to subsequent changes in the Programme, including replacing the DOLCETA and Europa Diary activities with the Consumer Classroom, and replacing the training programme TRACE with the Consumer Champion.

The extent to which the Programme objectives were achieved in the area of consumer education, information and support to consumer organisations can be assessed in comparison to the situation as evaluated in the 2011 mid-term evaluation, based on key indicators for the progress made. In the following table, we present output and result indicators related to key activities funded under the Programme. The indicators in the following table relate to the development of the evidence base, including the European Consumer Complaints Registration System (ECCRS), and support to BEUC.

Table 8: Overview of progress made during evaluation period (indicators for outputs and results – Consumer information and education)

Indicator	Baseline (annual average 2007-10)	Following period (annual average 2011-13)	Progress made
Number of market studies / surveys published	Total of 12 market studies (2008-2013) Publication of CMS and CCS in alternate years (more often during the earlier years)		n.a.
Number of complaints submitted to the ECCRS	26 745	140 597	n.a. ^{a)} (increasing)
BEUC press releases / quotations	36 / 551	36 / 1 021	+

++ = significant progress made; + = progress made; 0 = stable; – = negative trend.

Source: Budget data provided by DG JUST; DG SANCO annual activity reports 2013 to 2014; BEUC annual activity reports 2007 to 2013. Notes: Averages calculated on basis of the available annual data.

a) Note that the year is the year of the complaint and not of submission to the ECCRS; the database was launched in the second half of the Programme.

The first two indicators relate to the development of an evidence base for policymaking, an activity that accounts for the largest share of the Programme resources spent in the this area (about 37%) and includes the funding of consumer scoreboards and related surveys, market studies and behavioural studies as well as the ECCRS. The table above shows that market studies were published throughout the Programme at the rate of about 2 per year, accompanied by the Consumer Market Scoreboards and Consumer Conditions Scoreboards in alternate years, although these were published more often in the first half of the Programme.

The introduction of the above-mentioned Consumer Scoreboards in 2008 was one of the key developments in improving the evidence base under the Consumer Programme 2007-2013, as recognised in the mid-term evaluation and by interviewed stakeholders, including European Commission officials.⁴⁹ The surveys and scoreboards are a key tool for the monitoring of consumer-related outcomes in the market and have provided needed evidence to inform future policies, assess the effects of policies

⁴⁸ See European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 169-177.

⁴⁹ EC officials emphasised the importance of having consistent time-series data for better policymaking as well as for demonstrating the value of the actions undertaken. The results of this evaluation also confirm the importance of having comparable, consistent, long-term data series.

both nationally and at the EU level over time, and benchmark the situation in different Member States. Over the period of the 2007-2013 Programme, 9 consumer and business surveys feeding into 9 scoreboards had been published, as well as 12 market studies.⁵⁰ Other activities undertaken during the Programme period include behavioural studies and other EU policy studies (e.g. evaluations).

The second indicator in the table above relates to the ECCRS, which was also introduced during the Programme period in 2010 to reinforce the evidence base on detriment and/or other consumer-related problems.⁵¹ The number of complaints submitted to the system increased substantially over the Programme period, although in this regard it is important to note that the system only began accepting complaints halfway through the Programme, and that the average across 2007-2010 is therefore based on backdated complaints that were submitted to the system after it became operational.⁵²

Overall, in comparison with the previous Consumer Programme 2004-2007, considerable progress was made towards achieving the Programme objectives with respect to improving the available evidence base, especially through the introduction of the scoreboards.

The third indicator in the table above concerns support to consumer organisations, another key element of this Programme area. Under the Consumer Programme 2007-2013, this included annual operating grants to BEUC (the European Consumer Organisation). An external evaluation of **BEUC's work** concluded that BEUC had made a significant contribution between 2008 and 2012 to EU policy-making and to representing consumer interests at EU institutions, and also concluded that BEUC was a well-functioning organisation.⁵³ BEUC also received highly positive assessments during the course of the mid-term evaluation of the Consumer Programme, particularly from consumer organisations, who considered that its work was **'fundamental' to their own work at the national level through the information that it provides**.⁵⁴ The third indicator in the table above relates to the impact of BEUC's work and shows that while the average number of press releases by BEUC did not change over the Programme period, the number of press quotations nearly doubled, indicating a clear positive trend in the impact of BEUC's work. More generally, the growing **impact of BEUC's work indicates strengthened consumer representation at the EU level**. Support to BEUC was also assessed very positively by stakeholders, particularly consumer organisations, which considered that it acted as an essential information, education and networking hub for national consumer organisations, and that without BEUC, few national organisations would have the resources or expertise to contribute directly at the EU level.⁵⁵

⁵⁰ See factsheet CP 2007-13, Action 1, for full details (sources c, j, b, f)

⁵¹ See factsheet CP 2007-13, Action 1, Annex I

⁵² See detailed discussion of the ECCRS in Part 1 of this evaluation, section 6.1.2.

⁵³ Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (BEUC) (Van Dijk Management Consultants 2013). See factsheet CP 2007-13, Action 5 (source b)

⁵⁴ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 154.

⁵⁵ For more details, please refer to the detailed interview results in the Annex of this report.

Under the Consumer Programme 2007-2013, yearly operating grants were also provided to ANEC, the European Association for the Co-ordination of Consumer Representation in Standardisation. During the Programme period, ANEC produced 19 technical studies, which included a variety of themes from the use of restraints by small children to environmental declarations on products, and from surface temperature limits of household appliances to requirements on lighting and reflectors in bicycles.⁵⁶ A 2013 external evaluation assessed ANEC to be an effective organisation that made significant contributions in representing the EU consumer interests in the standardisation process between 2008 and 2012. However, the evaluation also noted the increasing difficulties in attracting national experts, and decreasing capacity in covering its priority areas due to resource challenges.⁵⁷ **ANEC's work was nonetheless assessed positively in the mid-term evaluation of the Consumer Programme 2007-2013, with some interviewees remarking that without ANEC, work on standardisation would be 'very difficult for national organisations to feed into or support'.**⁵⁸ Stakeholders in the current evaluation also emphasised the importance of **ANEC's work, particularly through the research that it produces. Funding for ANEC was moved from the Consumer Programme to DG GROW at the conclusion of the Consumer Programme 2007-2013.**

Support to consumer organisations under the Consumer Programme 2007-2013 also included TRACE, a capacity-building and training programme for regional, national and European consumer organisations. An external evaluation of TRACE in 2011⁵⁹ concluded that the training courses were highly regarded by both participants and **stakeholders as well as relevant to the Commission's overall policy goals**, and that cross-country networking between consumer professionals through TRACE was considered to be of high value. However, deficiencies were also identified, for example, that the high turnover of staff in consumer organisations diluted the potential long-term impact of the training, or that the community addressed was potentially a restricted one. TRACE was therefore replaced by the Consumer Champion under the Consumer Programme 2014-2020. While stakeholders considered that TRACE had been effective in contributing to achievement of the Programme objectives, they nonetheless considered that TRACE had only limited success in leading to improved capacity of consumer organisations. As discussed in Part 1, the likely most significant factor limiting the level of achievement is the lack of resources of consumer organisations. Other reasons/factors mentioned by interviewees included **lack of national authorities' support to consumer organisations and unstable development of projects.**⁶⁰

The last key element of this Programme area relates to consumer information and education. In our interviews, these activities were assessed as being less effective in contributing to the achievement of the Programme objectives than other activities. During the Consumer Programme 2007-2013, the consumer rights information activities had been directed principally toward the Member States that acceded to the

⁵⁶ See factsheet CP 2007-13, Action 6, Annex I

⁵⁷ Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (ANEC) (Van Dijk Management Consultants 2013). See factsheet CP 2007-13, Action 6, Annex I

⁵⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 154.

⁵⁹ Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys 2011). See CP 2007-13 Action 7, Annex I

⁶⁰ For more details, please refer to the detailed interview results in the Annex of this report.

EU in 2004 or later. Eurobarometer surveys carried out among the target populations both before and (shortly) after the campaigns indicated that the campaigns had been successful in terms of penetration and recall of specific messages about consumer rights, although no data on longer-term impacts were available.⁶¹ The mid-term evaluation of the Consumer Programme 2007-2013 concluded that the information campaigns in the New Member States had varied levels of success, which, according to the interviewed stakeholders, depended on how relevant authorities and consumer organisations worked together.⁶² Based on the campaigns for which ex-ante and ex-post data is available and confirmed by the stakeholder interviews, it can be concluded that consumer information campaigns funded under the Consumer Programme contributed towards the achievement of the Programme objectives to a moderate degree, with measurable short term impacts, but no data on longer term impacts.⁶³

The main consumer education activities funded under the Consumer Programme 2007-2013 consisted of DOLCETA and the Europa Diary.⁶⁴ Independent evaluations of DOLCETA concluded that its current format was not sustainable due to its low usage levels, outdated technological design, and uneven quality of content,⁶⁵ and that DOLCETA had lost much of its rationale.⁶⁶ As a result, the website was redeveloped and re-branded as the Consumer Classroom, using a different concept for the origination and distribution of resources.⁶⁷ While the Europa Diary was assessed positively in earlier evaluations,⁶⁸ by 2011, a specific evaluation concluded that its printed format had become outdated.⁶⁹ As with DOLCETA, its objectives were eventually merged into the new Consumer Classroom. The mid-term evaluation found that stakeholder views were highly mixed regarding the effectiveness of the education tools,⁷⁰ which is also true among stakeholders interviewed for the current evaluation.

Two relevant data series could be identified which provide more insights regarding the progress made during the evaluation period in achieving the Programme objectives. They are presented in the following table, and relate to the level of awareness of EU

⁶¹ See factsheet CP 2007-13, Actions 10, Annex I

⁶² European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations

⁶³ The results of a specific evaluation of a campaign on consumer credit, of which the first round ran from May 2013 until March 2014 in Ireland, Malta, Spain and Cyprus, are discussed in Part 1 of this report, together with the results regarding a second round of the campaign.

⁶⁴ An integrated European Master Degree programme was also funded under the Consumer Programme, but was intended to provide initial support only and was an explicitly non-renewable grant. See Evaluation of consumer education, information and capacity building actions: Final Report (Ecorys 2011). See factsheet CP 2007-13, Action 11, Annex I

⁶⁵ Re-design, re-branding and re-development of the Teachers' corner of www.DOLCETA.eu – Final Report. See factsheet CP 2007-13, Action 11, Annex I

⁶⁶ Evaluation of consumer education, information and capacity building actions: Final Report (Ecorys 2011). See factsheet CP 2007-13, Action 11, Annex I

⁶⁷ See section 6.1.2 in Part 1 of this study

⁶⁸ Interim Evaluation of the European Consumer Diary Project – Final Report (GHK, 2005)

⁶⁹ Evaluation of consumer education, information and capacity building actions: Final Report (Ecorys 2011). See factsheet CP 2007-13, Action 11, Annex I.

⁷⁰ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 167-168.

consumers of their rights (as indicator for the potential wider effects of consumer education and information activities), and to the trust in consumer organisations (as indicator for the potential wider effects of support to consumer organisations). While there are not enough data points to determine a trend in the first indicator, the trend in the second indicator is positive.

Table 9: Overview of progress made during evaluation period (indicators for potential wider effects – Consumer information and education)

Indicator	Baseline (annual average 2007-10)	Following period (annual average 2011-13)	Progress made
Average proportion of correct responses to three knowledge questions about EU consumer rights ^{a)}	n.a.	52%	n.a. (stable between 2011 and 2012)
Percentage of consumers who agree that they trust non-governmental consumer organisations to protect consumer rights	66%	74%	+

++ = significant progress made; + = progress made; 0 = stable; – = negative trend.

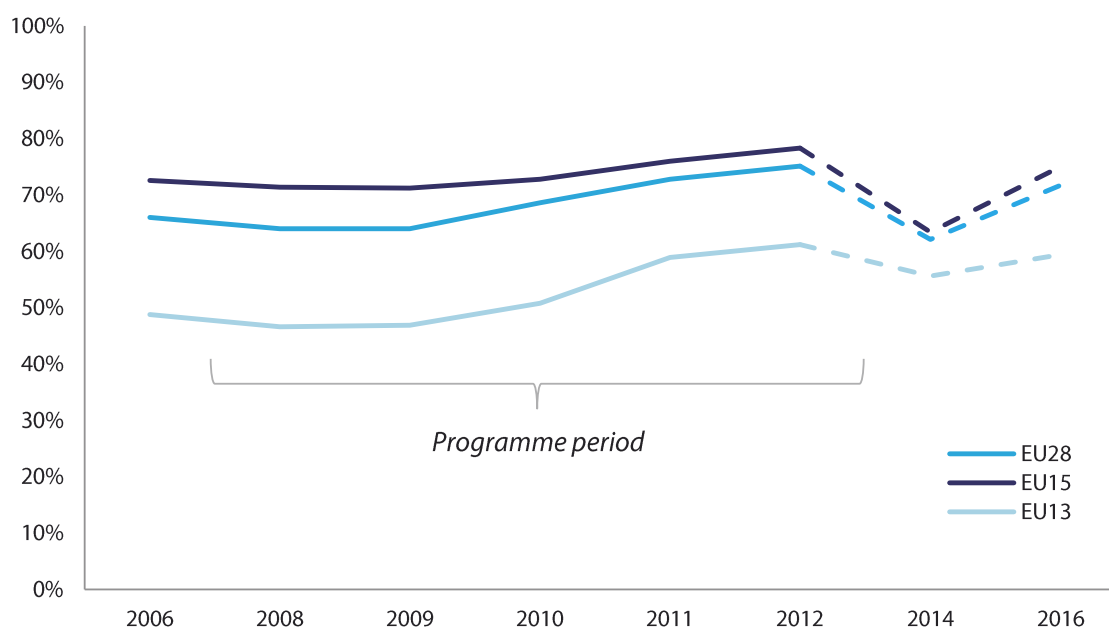
Source: Own compilation based on year-over-year differences indicated in the Commission's 2016 surveys of consumers' attitudes toward cross-border trade and consumer protection. Notes: Averages calculated on basis of the available annual data. a) The three knowledge questions relate to receiving unsolicited products, cooling off period, and faulty product guarantees.

The first of these indicators measures the average proportion of correct answers to three knowledge questions that have been asked regularly from 2011 onwards in the **Commission's regular surveys on consumers' attitudes towards cross-border trade and consumer protection**. The three questions relate to faulty product guarantees, cooling off periods and receiving unsolicited products. Only two data points are available during the Programme period from the surveys in 2011 and 2012, which show little change (53% in 2011 and 52% in 2012).

The second indicator above concerns the level of trust of consumers that consumer organisations protect their rights, drawing on data **from the Commission's regular survey of consumers' attitudes towards cross-border trade and consumer protection**. It could be expected that trust in these organisations increases in parallel to their degree of professionalisation. The data series shows that the percentage of consumers agreeing that they trust consumer organisations to protect their rights increased between 2008 and 2012 across the EU, from 64% to 75%.

Since capacity-building activities under the Consumer Programme focused explicitly on the Member States that acceded in 2004 or later, the detailed results concerning the levels of trust in consumer organisations in the more recently acceded Member States are also relevant in this context. Trust in consumer organisations in these countries increased even more (albeit starting from a lower level), from 47% in 2008 to 61% in 2012. The gap in trust between the EU15 ("old" Member States) and the EU13 (more recently acceded Member States) also decreased over the Programme period, down to 17 percentage points in 2012 from a 25 percentage point gap in 2008. The following figure shows a visual representation of these results, also including developments after the end of the Consumer Programme 2007-2013.

Figure 7: Percentage of consumers who agree that they trust non-governmental consumer organisations to protect consumer rights (EU average)



Source: Own compilation based on Commission's 2016 survey of consumers' attitudes toward cross-border trade and consumer protection. Question text: How strongly do you agree or disagree with each of the following statements. In (our country) ... You trust non-governmental consumer organisations to protect your rights as a consumer. The figure above reports the proportion of consumers who either 'Agree' or 'Strongly agree' with this statement. Note that between 2012 and 2014 the question wording changed slightly to refer to 'non-governmental' consumer organisations (new wording) instead of 'independent' consumer organisations (old wording).

The data series shows a consistent increase in the level of trust in consumer organisations in the more recently acceded Member States during the Programme period up until 2012. However, trust in institutions is affected by multiple factors, and this is possibly also the case for the reduction in trust in consumer organisations after 2012, which could be a late consequence of the Euro crisis affecting trust in institutions in general or an outlier caused by other factors (including a minor change in question wording in 2014, which, however, was continued in the 2016 survey).

It can be concluded that activities in this Programme area contributed to achieving the Programme objectives during the evaluation period. Activities in this Programme area were largely effective in achieving the Programme objectives with respect to the development of an evidence base and improved consumer representation at the EU level, with both of these activities being highly regarded by stakeholders. The actions on developing an evidence base, especially the introduction of the Consumer Scoreboards, represent a particularly strong improvement over the situation at the end of the last Consumer Programme. Capacity-building activities for consumer organisations at the national level also been assessed positively by stakeholders, and in parallel, trust in consumer organisations has clearly increased during the period of the Consumer Programme 2007-2013 in the more recently acceded Member States. However, this is in contrast to the continued limited capacity of consumer organisations in some countries.

6.1.3. Consumer rights and enforcement

The key findings of the evaluation regarding effectiveness are that:

- ▶ **The Consumer Programme 2007-2013 contributed to achieving the Programme objectives in the area of consumer rights and enforcement. The CPC Network experienced its formative period during the Consumer Programme 2007-2013 and saw substantial improvements during this period in terms of effectiveness with respect to the mutual assistance mechanism and the development of common approaches and standards, with stable levels of information exchange through the network in the second half of the Programme period. The European Consumer Centres (ECCs) were also assessed to be relevant and useful for consumers, in spite of a low level of visibility.**
- ▶ **In areas targeted by sweeps, the level of compliance of traders with EU consumer law has increased considerably, indicating the wider effects of the Programme activities in achieving a higher level of consumer protection. In parallel to the activities undertaken as part of the Consumer Programme, consumer perceptions that their rights are protected by existing measures, that public authorities protect their rights, and that retailers generally respect consumer rights have all slightly improved. Two thirds of retailers consider public authorities to actively monitor and ensure compliance with consumer legislation in their sector.**
- ▶ **Similarly to the situation regarding product safety, key factors influencing the level of achievement of the Programme objectives include limited staff and financial resources of consumer protection authorities in the Member States as well as emerging risks, e.g. from the rapid innovation of products and services and from new distribution channels.**

Under the Consumer Programme 2009-2013, activities on consumer rights and enforcement formed part of the more broadly formulated Objectives I and II, i.e. to ensure a high level of consumer protection and to ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress.

The actions funded under these objectives were targeted to address the problems that continued to be relevant at the end of the last Consumer Programme, such as the regulatory fragmentation of consumer legislation, the need to improve the integration of consumer interests in other EU policy areas, and a lack of consumer confidence when shopping cross-border. The actions were also intended to address new and emerging problems, for example, the assessment that traditional consumer protection approaches had not yet fully adapted to the online environment, and that the number of vulnerable consumers appeared to be increasing in light of recent technological developments (e.g. the growth in consumption by children online).

These problems were also emphasised in the mid-term evaluation of the Consumer Programme 2007-2013, which concluded that 2004-2007 and 2007-2013 Programmes had been increasingly successful in the integration of consumer policy into relevant EU policies, and suggested pursuing efforts in this field while addressing emerging challenges such as digitalisation. The mid-term evaluation also referred to the need to make progress regarding access to redress and consumer awareness about the means of redress, which stakeholders considered to have been inadequately addressed in the first half of the Consumer Programme 2007-2013. It also concluded that problems continued to exist in the area of enforcement of consumer rights, particularly in a cross-border context, and suggested to further increase the coordination within the CPC Network and enforcement authorities. The mid-term evaluation also concluded that increasing support had been provided to consumers who seek advice on cross-border disputes through the network of European Consumer Centres (ECC-Net), and suggested increasing the visibility and awareness of the network among consumers.

The extent to which the Programme objectives were achieved in the area of consumer rights and enforcement can be evaluated in comparison to the situation as assessed in the 2011 mid-term evaluation of the Consumer Programme, based on key output and result indicators. The following table presents output and result indicators related to key activities of consumer rights and enforcement, namely the information flow within the CPC Network, the results of sweeps, and statistics related to the activities of the ECC-Net.

Table 10: Overview of progress made during evaluation period (indicators for outputs and results – Consumer rights and enforcement)

Indicator	Baseline (annual average 2007-10)	Following period (annual average 2011-13)	Progress made
Number of requests to exchange information between CPC authorities	129	80	–
Number of requests for enforcement measures between CPC authorities	139	139	0
Number of alerts within the CPC Network	58	58	0
% of enforcement requests handled within 12 months within the CPC Network	50%	47%	0 / – (slight negative trend)
% of websites found to be in compliance before sweeps / after sweeps	2010: 40% / 88%	2012: 50% / 80%	n.a.
Number of contacts with consumers handled by the ECCs	61 314	74 182	+
Number of complaints received by ECCs	27 003	30 543	+

++ = significant progress made; + = progress made; 0 = stable; – = negative trend.

Source: Single Market Scoreboard – Consumer Protection Cooperation Network (Reporting period: 01/2016 – 12/2016); data provided by DG JUST; CHAFAEA/EAHC annual activity reports 2013 to 2014; RAPEX annual activity reports 2010 and 2012; Deloitte, European Consumer Centres (ECCs): Status review and future challenges (2017). Notes: Averages calculated on basis of the available annual data.

The first three rows of the table refer to the three types of information exchange in the CPC network (information requests, enforcement requests and alerts) as indicators for the level of information flow within the CPC Network. While one of the indicators (number of information requests) displayed a negative trend, two of the indicators remained stable compared to the 2007-2010 baseline period, indicating a mostly stable situation with respect to information flow within the CPC network during this period.⁷¹ The fourth indicator in the table above relates to the timely handling of enforcement requests, which was identified by an earlier evaluation as a factor

⁷¹ It is important to note in this regard that in the CPC Network, significant fluctuations in the types and numbers of request in different years can be observed, which likely depend on external circumstances, and the preferences of enforcement authorities for particular types of requests.

influencing the effectiveness of the CPC Network.⁷² According to the Operational Guidelines of the CPC Network adopted in 2010, requests for enforcement measures should be handled within 9-12 months.⁷³ As indicated in the table above, progress on this indicator has been stagnant with a slight negative trend. Indeed, ***Slow response from consumer protection authorities in other Member States*** was also indicated by our interviewees as one of the most relevant factors influencing the level of achievements related to the Programme objective.⁷⁴

In this respect, it is important to note that the years of the Consumer Programme 2007-2013 were the formative years of enforcement cooperation in which the CPC Network was set up and began its activity. Key activities undertaken during this period in order to improve the effectiveness of the CPC Network relate to the development and fine-tuning of the CPC System (CPCS),⁷⁵ the development of more informal practices of enforcement cooperation (such as the establishment of the CPC Committee in 2008)⁷⁶ in order to address differences in approach and understanding between national authorities, and initiatives to improve international cooperation with key third countries such as the US and China.⁷⁷ In general, however, utilisation of mutual assistance requests was considered to be sub-optimal.⁷⁸ In addition to the timeliness issue described above, contributing factors identified by the Commission included the uneven use of the mutual assistance mechanism between Member States⁷⁹ and the limited resources of national authorities.⁸⁰ This point was also made by stakeholders in the interviews for the present evaluation, who rated ***Limited staff and financial resources of consumer protection authorities*** as the most significant factor negatively influencing the achievement of benefits.

Towards the end of the Consumer Programme 2007-2013, an external evaluation found the CPC Network to be a powerful enforcement tool.⁸¹ Commission reports

⁷² Report from the Commission to the European Parliament and to the Council on the application of Regulation (EC) No 2006/2004, Brussels, 2.7.2009 COM(2009) 336 final (hereinafter: First Commission Report). External Evaluation, p.97 (Key findings).

⁷³ Impact Assessment 2016, p. 15.

⁷⁴ See detailed results of stakeholder interviews in Annex VII in Part 1 of this study.

⁷⁵ The related IT tool initially suffered from a number of technical problems such as poor search and access functionalities as well as legal complications (e.g. data protection), which were gradually addressed and remedied. A major upgrade and overhaul of the system was announced in 2012.

⁷⁶ The CPC Committee was established to assist with coordination and implementation, e.g. through common standards and techniques, manuals and other guidance documents for CPC users, including annual Enforcement Action Plans (EAPs).

⁷⁷ For example, in 2008 and 2009 DG SANCO received a mandate to negotiate reciprocal agreements with enforcement authorities in the US and in China. A discussion was also held on improving the synergies between the CPC Network and International Consumer Protection and Enforcement Network (ICPEN).

⁷⁸ CPEC/European Commission, External evaluation of the Consumer Protection Cooperation Regulation. Final report (2012) (hereinafter External Evaluation) p. 98.

⁷⁹ According to the Second Commission Report, there were still a few Member States that had never issued a request for mutual assistance (or even an alert) and a non-negligible number that had dealt with fewer than 5 requests of any type. At the time of the report, a maximum of 9 Member States could be considered to be using the system actively. Report from the Commission to the European Parliament and to the Council on the application of Regulation (EC) 2006/2004, Brussels, 12.3.2012 COM(2012) 100 final (hereinafter Second Commission Report), p. 9.

⁸⁰ First Commission Report, p. 5; see also Second Commission Report, p. 6.

⁸¹ External Evaluation, p. 14.

indicate that the CPC Network was found to be producing tangible results for consumers, increasing the level of consumer protection throughout the EU,⁸² and that national authorities used the CPC mutual assistance mechanism for the cases that could be tackled more efficiently through the CPC Network, compared to other means available at the national level.⁸³ At the same time, the same reports and evaluations concluded that the CPC Network had not yet reached its full potential and that none of the objectives of the CPC Regulation were fully achieved.⁸⁴

The fifth indicator in the table above relates to the effectiveness of sweeps, i.e. the EU-wide screening of websites. During the Programme period, sweeps became a regular and well-established form of common enforcement action within the CPC Network funded under the Consumer Programme. As shown in the table above, based on follow-up exercises to assess the level of compliance after sweeps, the level of compliance among traders with EU consumer law increased considerably, indicating the effectiveness of sweeps,⁸⁵ an assessment which has been confirmed in previous specific evaluations.⁸⁶ Stakeholders in the current Programme evaluation further confirmed the effectiveness of sweeps, although at the same time, some stakeholders have pointed out problems with differences in the quality of the enforcement by the national authorities participating in the sweep.⁸⁷ On the whole, however, the available evidence suggests that sweeps made a positive contribution to the effectiveness of cross-border enforcement during the evaluation period.

At the beginning of the Programme period, sweeps were the main form of common enforcement action under the CPC Regulation. Gradually, however, over the course of the Consumer Programme 2007-2013, a need was acknowledged for new forms of joint actions involving several or all Member States and with a greater coordinating and leading role for the Commission.⁸⁸ Interviewed stakeholders assessed these joint actions to have been moderately effective in strengthening enforcement cooperation and in supporting the enforcement of consumer rights. However, it is important to note that during the Consumer Programme 2007-2013, joint actions were only in the planning stage and there were few joint actions carried out beyond the sweeps described above.

Supporting Programme activities for the CPC Network include the exchange of enforcement officials, which was launched under the Consumer Programme in 2009 to support coordinated enforcement. Despite relatively low enrolment numbers,⁸⁹ this

⁸² First Commission Report, p. 7.

⁸³ Third Commission Report, p. 6, with reference to External Evaluation, p. 12.

⁸⁴ See First Commission Report, p. 8; Second Commission Report, p. 12; Third Commission Report, p. 7 External Evaluation, 120.

⁸⁵ For the 2010 sweep, 40% of checked websites were found to be in compliance with EU consumer law before the sweep, whereas 88% were found to be in compliance following the sweep. For the 2012 sweep, respectively 50% and 80% of checked websites were found to be in compliance. See the Second Commission Report, p.8.

⁸⁶ Second Commission Report, p.8; Third Commission Report, p. 4; External Evaluation, p. 91. Sweeps were also **highlighted as being 'particularly effective' by stakeholders interviewed for the mid-term evaluation** of the Consumer Programme 2007-2013, see European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 113-4.

⁸⁷ For details see the results of interviews in the Annex.

⁸⁸ External Evaluation, pp. 94-95.

⁸⁹ Reasons identified for the suboptimal use of the exchanges by earlier evaluations included a lack of awareness of the scheme among authorities; resource constraints; administrative complexities in the application procedure and grant provisions; language barriers; and a lack of flexibility of the scheme. See:

activity has received positive feedback in past evaluations and reports.⁹⁰ National authorities generally viewed exchanges of officials favourably given the potential for knowledge exchange and learning from the experiences of other countries in tackling cross-border infringements.⁹¹ This was also the general opinion of stakeholders in the current ex-post evaluation, who assessed exchanges of officials to have been largely effective in strengthening cooperation between national enforcement bodies during the evaluation period.

The final two indicators in the table above relate to the ECC-Net and concern the activity of the ECCs and how well known they are to consumers. The number of consumer contacts and complaints handled by ECCs both grew modestly over the Programme period, indicating a steady increase in ECCs' interactions with consumers.

The services of the ECC-Net have been positively assessed in earlier reports and evaluations. An evaluation conducted in 2011 concluded that the activities of the ECC-Net were relevant and useful for consumers.⁹² This assessment was also confirmed by the 2017 status report on the ECC-Net (which also covered the Programme period), which assessed the ECC-Net positively overall.⁹³ However, both reports noted that key factors limiting the effectiveness of the ECCs during the Programme period were their low visibility among consumers⁹⁴ and uneven resources for ECCs across Member States.⁹⁵ The 2011 evaluation also noted that a significant proportion of the cases handled by the ECCs were closed without any solution each year or transferred to other organisations.⁹⁶

Other activities supported under this Programme area include other policy studies, training measures (including for ECC staff under the TRACE programme), events (such as **the annual Consumer Summit and Citizens' Energy Forum**) as well as seminars, conferences, workshops and meetings of stakeholders and experts (such as the Financial Services User Group Meetings). These activities have contributed in varying degrees to the achievement of the Programme objectives, as confirmed through the assessments of stakeholders (see also Annexes I and III).

Stakeholder assessments regarding the effectiveness of the activities related to consumer rights and enforcement in achieving the Programme objectives ranged from moderately effective to largely effective, with only one activity (behavioural studies) assessed as being less than moderately effective. Interviewed stakeholders considered the activities related to the ECC-Net to be the most effective in reaching the

First Commission Report, pp. 8-9; Second Commission Report, pp. 9-10. These points were also raised by the mid-term evaluation of the Consumer Programme 2007-2013.

⁹⁰ Second Commission Report, p. 11; External Evaluation, p. 102.

⁹¹ External Evaluation, p. 102.

⁹² For example, the evaluation found that approximately three quarters of users were satisfied with the quality of the services received by the ECCs, with 87% of survey respondents considering that the ECCs provided a useful service to consumers. See Technical Annex to the Final Report, 2011, p. 213.

⁹³ European Consumer Centres (ECCs): Status review and future challenges - Draft Final Report, Deloitte (2017)

⁹⁴ CPEC Report, p. iii; European Consumer Centres (ECCs): Status review and future challenges - Draft Final Report, Deloitte (2017), p. 102-104.

⁹⁵ See Technical Annex to the Final Report, 2011; Draft Status Report, p.12-13.

⁹⁶ CPEC Report, p. iii

Programme objectives,⁹⁷ although networking and events and the Citizens' Energy Forum in particular were also highlighted by stakeholders as being largely effective.

Interviewees were also asked to assess the level of achievement of benefits associated with these activities in their own countries. Overall, the stakeholders considered the specific benefits in this Programme area to have been moderately achieved. In line with stakeholders' assessment of effectiveness, *Better advice for consumers in cross-border cases in the EU* and *Better training of ECC staff* were the two benefits that received the highest assessments of achievement.

Benefits that were assessed by stakeholders to have been at least moderately achieved include *Better cooperation with consumer protection authorities in other Member States* and *Improved enforcement of consumer protection legislation*. Among the most relevant factors (negatively) influencing the level of achievement, interviewees noted *Limited staff and financial resources of consumer protection authorities, and rapid innovation of products and services* as well as *new distribution channels*.

The level of achievement in this area can be put into perspective through multi-annual data series that are available from EU consumer surveys, and concern several indicators for the potential wider effects of the Programme activities. They are presented in the following table, which provides the indicators for the baseline and following period, as well as an indication of the progress made. Overall, most indicators of wider impacts in this Programme area have remained broadly stable compared to the baseline period, with three of the four indicators showing a slight positive trend.

⁹⁷ This corresponds well to the findings of the mid-term evaluation, which found that the ECC-Net was considered by stakeholders to be one of the activities under the Consumer Programme with the highest impact. European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 156

Table 11: Overview of progress made during evaluation period (indicators for potential wider effects – Consumer rights and enforcement)

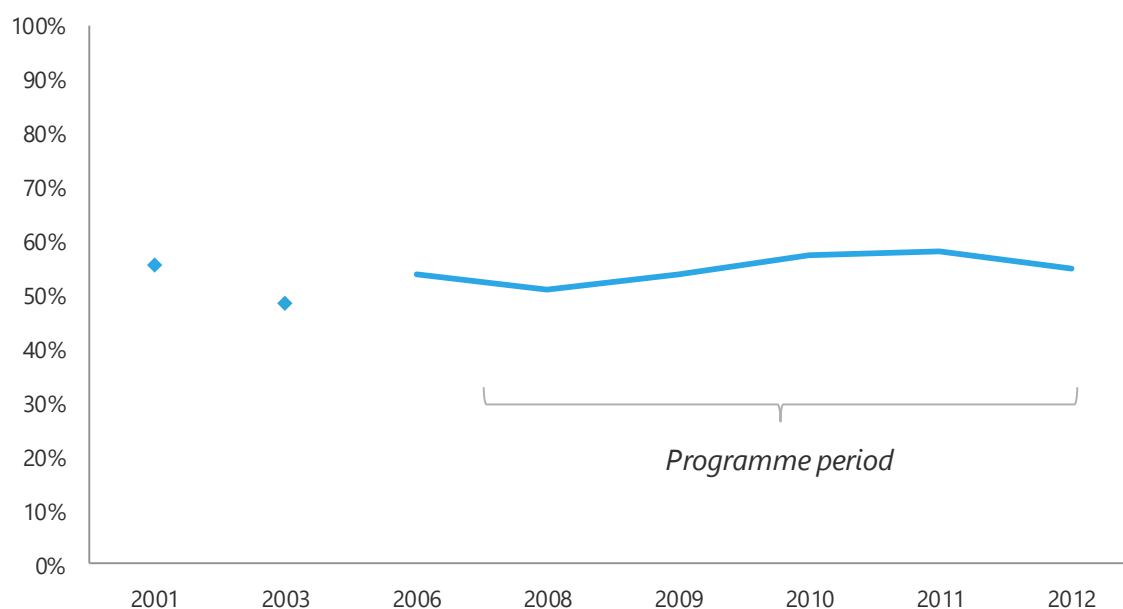
Indicator	Baseline (annual average 2007-10)	Following period (annual average 2011-13)	Progress made
Percentage of consumers who feel adequately protected by existing measures to protect consumers	54%	57%	O / + (slight positive trend)
Percentage of consumers who trust public authorities to protect their rights as a consumer	57%	60%	O / + (slight positive trend)
Percentage of consumers who agree that in general, retailers and service providers in their country respect the rules and regulations of consumer law	61%	62%	O / + (slight positive trend)
Percentage of retailers who agree that the public authorities actively monitor and ensure compliance with consumer legislation in their sector	77%	75%	– / O (slight negative trend)

++ = significant progress made; + = progress made; O = stable; – = negative trend.

Source: Special Eurobarometer 298, Flash Eurobarometers 282, 299, 332, 358; year-over-year differences indicated in the Commission's 2016 survey of consumers' attitudes toward cross-border trade and consumer protection; Consumer Conditions Scoreboard 2017 Edition. See notes to figures below for question wording. Notes: Averages calculated on basis of the available annual data. a) Note that the question wording changed in 2012.

The first indicator concerns consumers' perception of being adequately protected by existing measures to protect consumers (e.g. consumer legislation), and was measured up to 2012 by the **Commission's regular surveys on consumers' attitudes** towards cross-border trade and consumer protection. The following figure shows the data series in detail.

Figure 8: Percentage of consumers who feel adequately protected by existing measures to protect consumers (EU average), 2001-2012

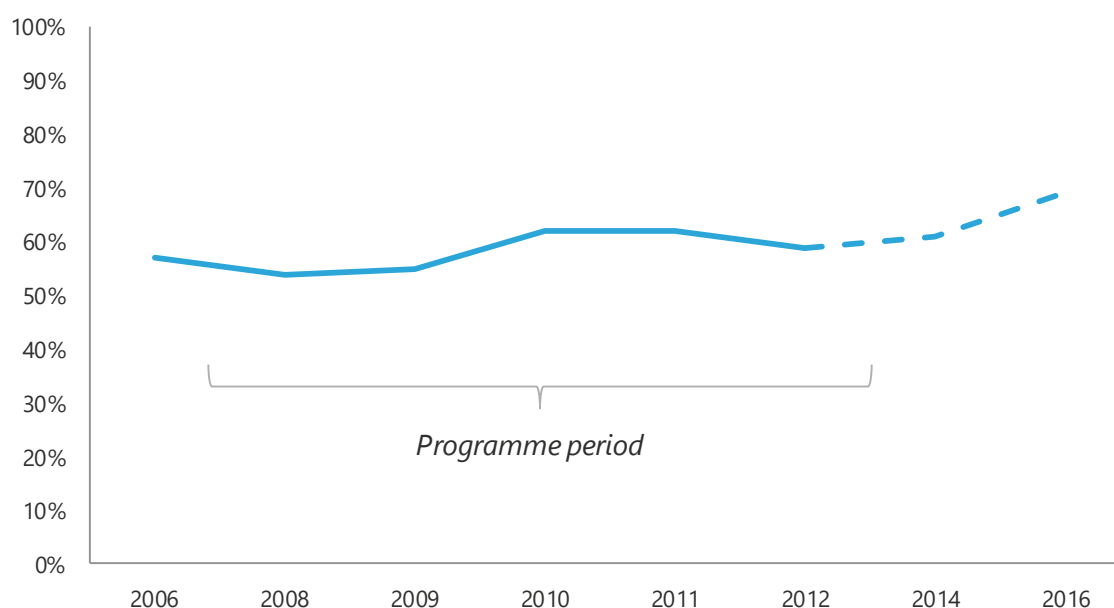


Source: Own compilation based on Special Eurobarometer 298, Flash Eurobarometers 299, 332, and 358. Breaks in the series indicate substantive changes in question wording. Question 2001: If you had a dispute with a seller or a manufacturer here in (our country), do you think that your consumer rights would be... [Well protected / Very well protected]. Question 2003: Do you think that, as a consumer, you have a high level of protection in (our country)? [Yes]. Question 2006-2012: How strongly do you agree or disagree with each of the following statements. In (our country)... You feel that you are adequately protected by existing measures to protect consumers [Agree/Strongly agree].

The figure above indicates that the percentage of consumers feeling protected by existing measures increased slightly but almost consistently over the Programme period, increasing from 51% in 2008 to 55% in 2012.

The remaining indicators **relate specifically to consumers' and retailers' perception** of the enforcement of consumer legislation. The following figure shows the evolution in the percentage of consumers who agree that they trust public authorities to protect consumer rights in more detail.

Figure 9: Percentage of consumers who trust public authorities to protect their rights as a consumer (EU average), 2006-2016

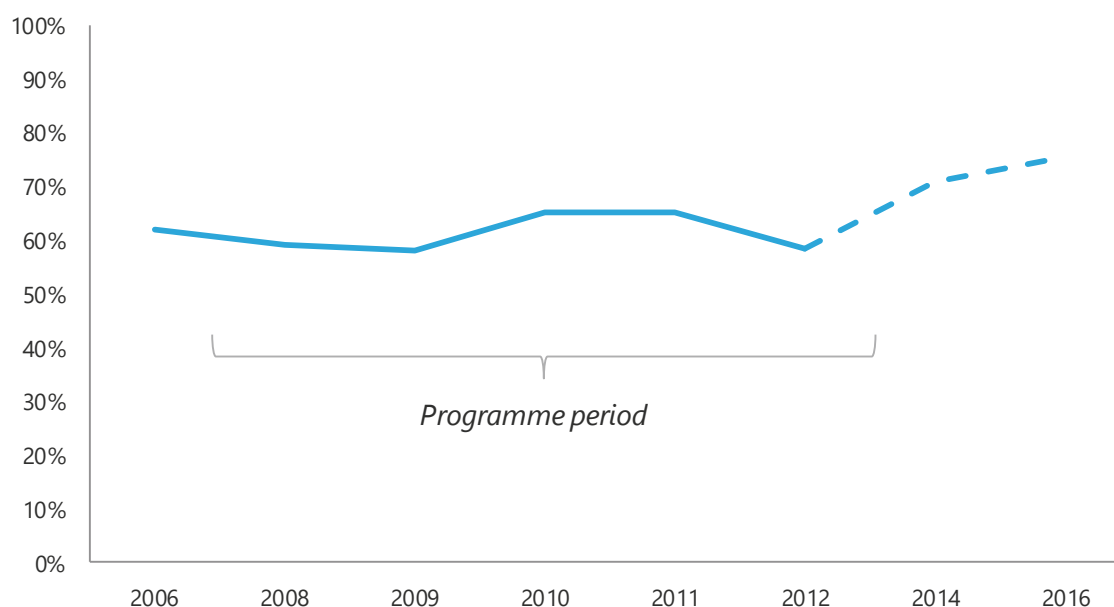


Source: Own compilation based on the year-over-year differences indicated in the Commission's 2016 survey of consumers' attitudes toward cross-border trade and consumer protection. Question text: How strongly do you agree or disagree with each of the following statements. In (our country) ... You trust public authorities to protect your rights as a consumer. The figure above reports the proportion of consumers who either "Agree" or "Strongly agree" with this statement.

As shown in the figure above, the percentage of consumers who agree that they trust public authorities to protect their rights as a consumer has increased slightly over the Programme period, from 54% in 2008 to 59% in 2012, an increase of 5 percentage points. The indicator also continued to increase considerably in the years directly following the Programme.

The next figure shows the third indicator listed in the table above in more detail, namely the percentage of consumers who agree that in general, retailers and service providers in their country respect the rules and regulations of consumer law.

Figure 10: Percentage of consumers who agree that in general, retailers and service providers in their country respect the rules and regulations of consumer law, 2006-2016

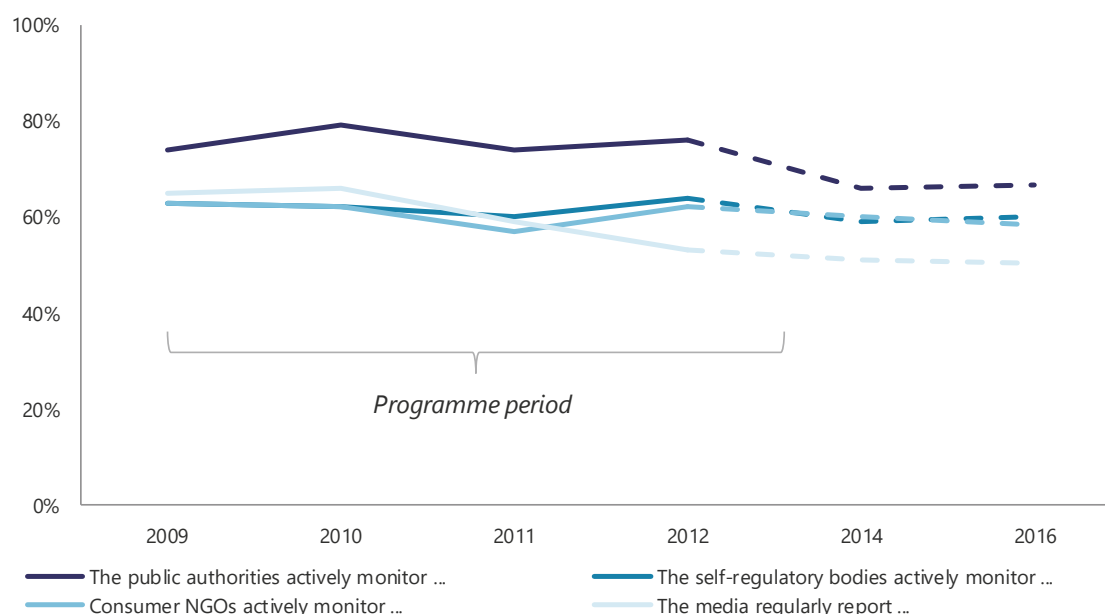


Source: Own compilation based on the year-over-year differences indicated in the Commission's 2016 survey of consumers' attitudes toward cross-border trade and consumer protection. Question text: How strongly do you agree or disagree with each of the following statements. In (our country) ... In general, retailers and service providers respect your rights as a consumer. The figure above reports the proportion of consumers who either "Agree" or "Strongly agree" with this statement.

The proportion of consumers agreeing that retailers in their country generally respect consumer law remained generally stagnant over the Programme period, showing some improvement between 2009 and 2011 but then decreasing in 2012. Since the end of the Programme, the indicator has started to increase again, rising 10 percentage points between 2012 and 2016.

Finally, the following figure shows the fourth indicator in more detail, relating to **retailers' assessments of the monitoring work carried out by public authorities and other relevant organisations.**

Figure 11: Retailers' assessments of the monitoring work carried out by various organisations in their sector (EU average), 2009-2016



Source: Own compilation based on the Commission's Consumer Conditions Scoreboard 2017 Edition. Question text: Please tell me whether you strongly agree, agree, disagree or strongly disagree with each of the following statements: The public authorities actively monitor and ensure compliance with consumer legislation in your sector/ The self-regulatory bodies actively monitor respect of codes of conduct or codes of practice in your sector/ Consumer NGOs actively monitor compliance with consumer legislation in your sector/ The media regularly report on businesses which do not respect consumer legislation in your sector. The figure above reports the proportion of retailers who either "Agree" or "Strongly agree" with these statements. Base: All retailers.

While two thirds of responding retailers consider public authorities to actively monitor and ensure compliance with consumer legislation in their sector, this percentage has decreased slightly over the Programme period, in parallel to a perceived reduction in media reporting, with an even stronger reduction around the end of the Programme (between 2012 and 2014). In contrast, monitoring by consumer organisations and self-regulatory bodies is perceived as being more stable, but at a slightly lower level.

In sum, the activities funded under the Consumer Programme 2007-2013 contributed to achieving the Programme objectives in the area of consumer rights and enforcement. The Programme period saw key improvements in enforcement cooperation during the early stages of the CPC Network, especially through the use of sweeps, which have been found to be a particularly effective enforcement tool. The Programme period also saw improvements in providing information and assistance to consumers through the ECC-Net.

It can also be concluded that both the consumers' perceptions as to whether public authorities protect their rights, and whether retailers generally respect consumer rights show improvement over the early years of the Programme before declining in 2012, with a subsequent strong increase. While the positive trend in terms of consumer trust is likely to depend on multiple factors, it occurred in parallel to the efforts of enforcement authorities in enforcing consumer legislation, including through the CPC network. In contrast, the percentage of retailers that consider public authorities to actively monitor and ensure compliance with consumer legislation in their sector has been declining for several years.

6.1.4. Extent to which activities and outputs match Programme objectives

To what extent do the activities and outputs of the actions match the objectives of the programmes?

The intervention logic of the Consumer Programme 2007-2013 in section 5 and the answers to the previous effectiveness questions in section 6 have indicated that the activities and outputs related to the activities under the Consumer Programme on the whole match the two stated objectives of the Consumer Programme. In other words, this evaluation has not identified any activities or outputs that would not match one of the four specific objectives and the set of specific actions set out in Annex I of the implementing Decision No. 1926/2006/EC related to these objectives.

In the mid-term evaluation, redress had been identified as an key area of Objective II where tools were still considered to be missing.⁹⁸ The present ex-post evaluation found that steps had been taken to address this issue during the second half of the Consumer Programme 2007-2013 (i.e. between 2011 and 2013),⁹⁹ during which time the Consumer Programme funded events on online dispute resolution (ODR) as well as the development of the ODR platform, which was then formally launched under the following Consumer Programme in 2016.¹⁰⁰

6.2. Efficiency

The key findings of the evaluation regarding efficiency are that:

- ▶ **For most activities funded under the Consumer Programme 2007-2013 the costs appear to have been proportionate to the benefits achieved, except in the case of the consumer education tools, which were discontinued and reworked for the subsequent Programme.**
- ▶ **The allocation of funds among the Programme areas and the related objectives can be considered appropriate, a view which is also shared by most stakeholders. Redress had been identified in the mid-term evaluation as a key area where tools were still missing. Subsequently, steps were taken to address this deficit in the second half of the Consumer Programme 2007-2013 and in the Consumer Programme 2014-2020.**

6.2.1. Costs and benefits of the actions

Which were the costs and the benefits of the actions? To what extent are the costs proportionate to the benefits achieved?

The evaluation criteria of **efficiency** considers the relationship between the resources used and the changes generated by an intervention, i.e. to what extent the benefits of an intervention are proportional to the costs, with a focus on identifying possible areas

⁹⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations, p. 159-62.

⁹⁹ See section 7 on the extent to which the recommendations of the mid-term evaluation were taken into account.

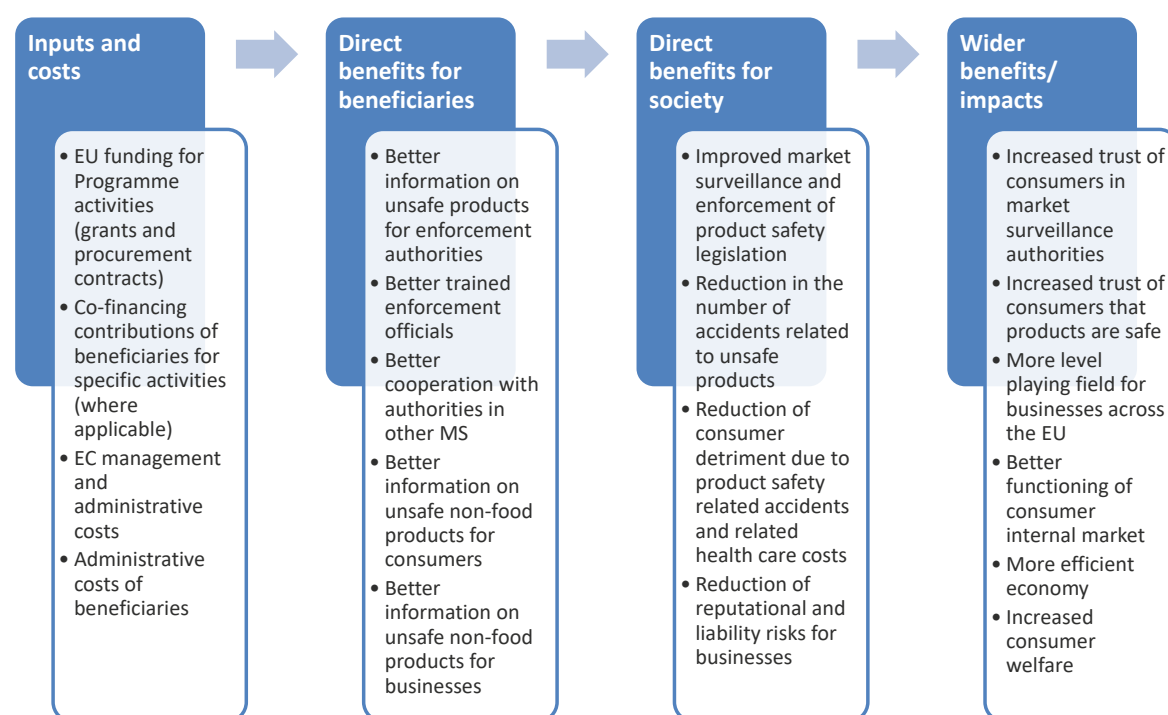
¹⁰⁰ See the fact sheet for action 9 in Annex I as well as Part 1 of this study for further details on the ODR platform.

where inefficiencies can be reduced.¹⁰¹ In this section we consider the extent to which the costs of the Consumer Programme 2007-13 were proportionate to the benefits achieved. The analysis is based on the identification of Programme inputs and costs, as well as related benefits for beneficiaries and society. It is supported by the assessment of benefits achieved by stakeholders, and complemented by the calculation and analysis of unit costs for specific Programme outputs and results, where appropriate. We also consider evidence provided by previous, specific evaluations. The analysis is structured by Programme area, i.e. focuses first on activities in the area of product safety, before discussing in subsequent sections the areas of consumer information/education and consumer rights and enforcement.

6.2.1.1. Product safety

The following diagram identifies the costs and benefits of the actions implemented under the Consumer Programme 2007-2013 in the area of product safety and their interrelationship.

Figure 12: Overview of costs and benefits of actions funded in the area of product safety



Source: Civic Consulting.

The diagram first details the Programme inputs and costs for its implementation. They consist of EU funding for the Programme and co-financing contributions of beneficiaries, as well as management and administrative costs.¹⁰² With respect to EU

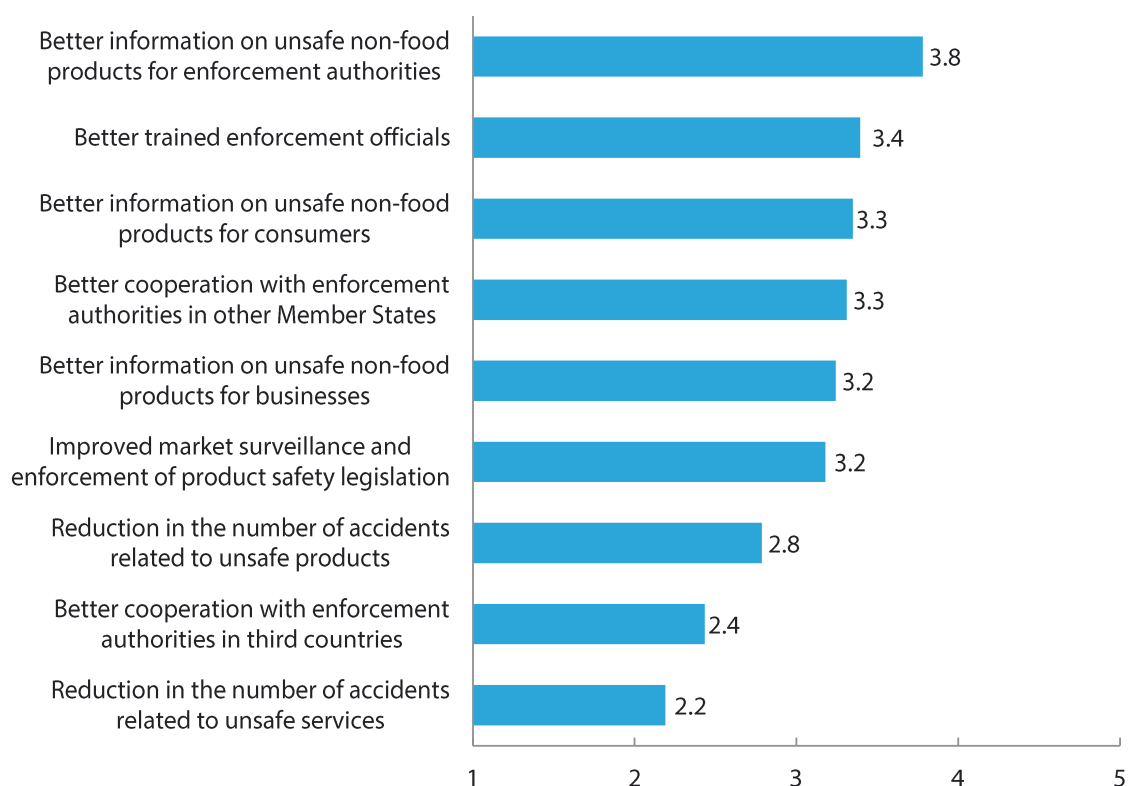
¹⁰¹ See the definition of evaluation criteria in Tool #47 of the Better Regulation Toolbox.

¹⁰² In the following, we mostly consider EU funding, as Programme activities often support the implementation of specific EU legislation, and other costs such as administrative costs related to the Programme are difficult to disentangle from those that are related to the legal basis of the activity (e.g. regarding RAPEX, CPC etc). See section 4.7 on limitations of this evaluation.

funds, in total EUR 18.4 million, or 12% of the funds committed under the Consumer Programme between 2007 and 2013, were spent on activities related to product safety. A detailed breakdown of the funds spent on product safety under the Consumer Programme 2007-2013 according to activity type is presented in Section 5, which also describes the key outputs and results produced by the funded actions. These outputs and results led to direct benefits for beneficiaries (which were mostly enforcement authorities), as detailed in the figure above. Direct benefits mostly relate to better information on unsafe products (through RAPEX), better cooperation between Member States (e.g. in the context of joint actions) and better trained enforcement officials.

To support this analysis, enforcement authorities and other stakeholders in all Member States and at EU level assessed in our interviews the extent to which the funded activities achieved these and other benefits in their country. The results are presented in the following figure.

Figure 13: Please assess to what extent these activities have achieved the following benefits in your country – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)



Source: Civic Consulting, stakeholder interviews, question 4. N=55, 38, 63, 45, 41, 56, 28, 30, 21. (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

When assessing the benefit of RAPEX, the primary target group of enforcement authorities mostly considered that the benefit of **Better information on unsafe products**

for enforcement authorities was achieved or even fully achieved.¹⁰³ Stakeholders confirmed that a range of other benefits had been at least moderately achieved during the evaluation period, from *Better trained enforcement officials* to *Improved market surveillance and enforcement of product safety legislation*.

The previous diagram also details how the direct benefits resulting from the Programme activities contributed to benefits for society. A key benefit for society is *improved market surveillance and enforcement of product safety legislation*, to which RAPEX and joint actions contributed effectively during the evaluation period (as concluded above in section 6.1). A second key benefit for society is the *reduction in the number of accidents related to unsafe products*. However, consistent EU-data on product safety-related accidents and related trends is not available. According to the interviewed stakeholders (which included Member States' enforcement authorities), the benefits of *Reduction in the number of accidents related to unsafe products* and *Reduction in the number of accidents related to unsafe services* were achieved only to a limited extent. Of course, achievement of these benefits not only depends on the Programme, but also on a variety of other factors, such as financial and staff resources for market surveillance, consumer awareness of unsafe features of products, precautions taken by producers and traders etc. (factors limiting achievements have also been discussed in the analysis of effectiveness of the Programme).

Finally, Programme activities were expected to lead to increased trust of consumers that products are safe as a precondition for a better functioning consumer internal market. Consumer trust in product safety was largely stable over the period of the Consumer Programme 2007-2013, with the data nonetheless indicating a positive trend, which became more pronounced after the end of the 2007-2013 Programme.¹⁰⁴ The previous diagram also illustrates that this consumer trust is an essential precondition for a well-functioning and efficient economy that provides benefits to market participants and leads to increased consumer welfare.

Benefits for society are mostly intangible in nature or depend on a multitude of factors and the specific contributions of the actions funded under the Programme are therefore difficult to quantify.¹⁰⁵ However, EU-level inputs of EUR 18.4 million for the Programme period appear to be proportionate compared to the benefits of supporting the functioning of the single market through improved product safety and related trust for consumers.

At a more granular level, this evaluation also considered the balance of costs and benefits at the activity level, based on a consideration of previous, specific evaluations of individual activities, and unit costs calculated on basis of key outputs/results of the activities. Conclusions can be summarised as follows:

While no specific evaluation is available for the activities conducted in the area of product safety relating to the period 2007-2013, unit costs could be calculated for two of the activities. Unit costs for RAPEX and exchanges of officials are based on EU spending on these activities and key outputs achieved; the results are as follows:¹⁰⁶

¹⁰³ 24 out of 35 interviewed ministries or authorities providing a score of 4 or 5 in this respect (10 authorities provided a score of 3, i.e. moderately achieved, and 1 authority perceived the benefits as insufficient, i.e. score of 2)

¹⁰⁴ See section 6.1.

¹⁰⁵ See the limitations of the analysis of efficiency as discussed in section 4.7 above.

¹⁰⁶ Note that the unit costs have to be interpreted with care, as most activities have more than one output, but unit costs are calculated on basis of the main outputs of the activity. In other words, these costs include the costs for secondary tasks conducted under the activity. For some activities (e.g. joint actions), calculation of unit costs is not meaningful.

- The number of notifications in the RAPEX system was 14 117 in the 2007-2013 period. Average Programme cost per notification were therefore EUR 116;
- Exchange of officials were funded through grants, and the average costs per exchange were about EUR 2 650;

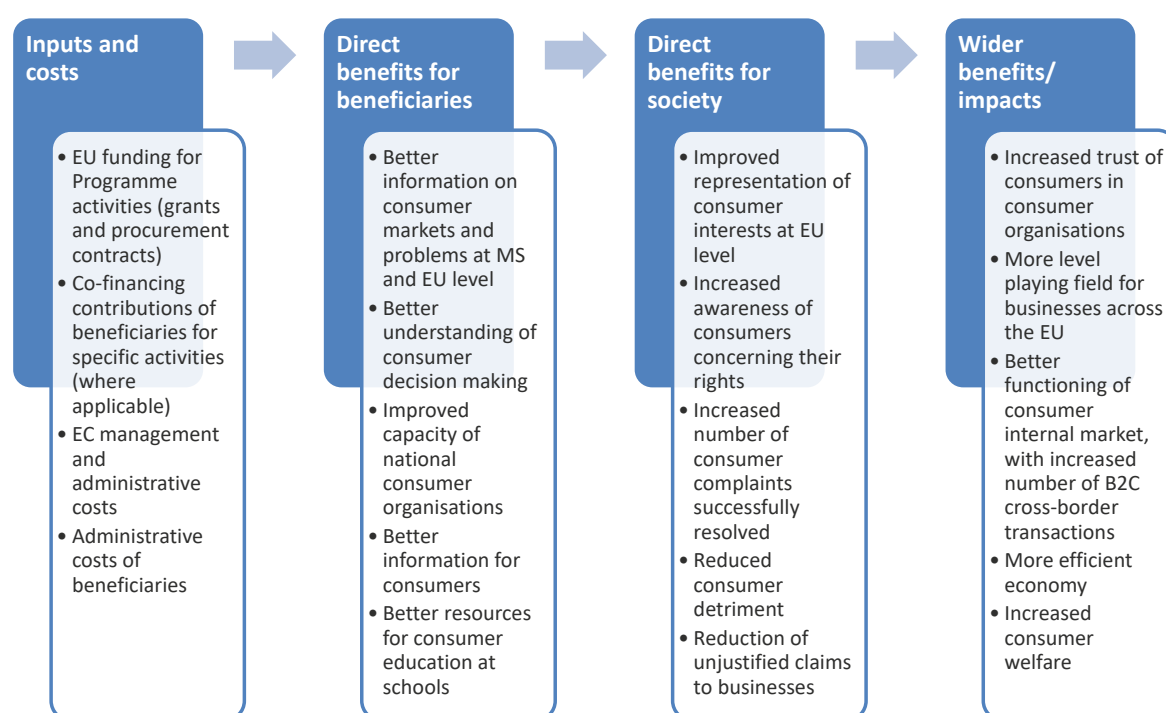
These unit costs appear to be proportionate, when considering the benefits of the specific activities for better information on product safety related risks for consumer health, consumer trust and market functioning.

The detailed analysis for all activities is presented in Annex IV.

6.2.1.2. Consumer information and education

The following diagram identifies the costs and benefits of the actions implemented under the Consumer Programme 2007-2013 in the area of consumer information and education, and their interrelationship.

Figure 14: Overview of costs and benefits of actions funded in the area of consumer information and education



Source: Civic Consulting.

The diagram details first the main inputs and costs for Programme implementation, as already discussed above in the context of product safety, which are to a large extent EU Programme funds. EUR 80.7 million, or 54% of the funds committed under the Consumer Programme between 2007 and 2013, were spent on activities related to consumer information and education. A detailed breakdown of the funds spent on consumer information and education under the Consumer Programme 2007-2013 according to activity type is presented in Section 5, which also describes the key outputs and results produced by the funded actions.

These outputs and results led to direct benefits for the Programme's beneficiaries, as detailed in the figure above. For the activities related to consumer information and education, beneficiaries were consumer professionals, including policy makers, teachers and students, and to some extent consumers as beneficiaries of consumer rights awareness campaigns. Beneficiaries received better information, better educational resources, and in the case of consumer organisations they received financial support (BEUC and ANEC, at the EU level) or they were subject to capacity building measures (organisations at the national level). Resulting benefits for society included an improved representation of consumer interests at EU level, better informed consumers, and a better evidence base for consumer policy.

To validate this analysis, Programme beneficiaries and other stakeholders in all Member States and at EU level were asked to assess in our interviews the extent to which benefits in their own countries had been achieved by the activities related to consumer information and education funded under the Consumer Programme 2007-2013. The average assessments are provided in the figure below.

Figure 15: Please assess to what extent these activities have achieved the following benefits in your country – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)



Source: Civic Consulting, stakeholder interviews, question 7. N=77, 65, 77, 51, 65, 63, 54 (in the order of activities from top to bottom). Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Interviewed stakeholders assessed that the direct benefits that had been achieved to the largest extent during the evaluation period, were *Better information on consumer markets and problems across the EU to benchmark the situation in my country with the situation in other Member States* and *Improved representation of consumer interests at EU level*. Stakeholders considered better information for consumers and consumer education to be moderately achieved. *Better data on consumer complaints*

and ***Improved capacity of national consumer organisations*** were ranked lowest in terms of level of achievement. Several consumer organisations provided particularly low assessments of the achievement of this latter benefit, which is only achieved to a limited extent, due to the previously mentioned resource constraints of national consumer organisations that reduce the benefits of capacity building measures.

The previous diagram finally illustrates that direct benefits are expected to contribute to wider benefits and impacts such as increased trust of consumers in consumer organisations. In spite of the mentioned limitations of Programme achievements, long-term trends regarding this indicator is positive, with a clear increase in trust in consumer organisations between 2008 and 2012 (likely also depending on other factors).¹⁰⁷

Again, this evaluation also considered the balance of costs and benefits at the activity level, based on a consideration of previous, specific evaluations of individual activities, and unit costs calculated on basis of key outputs/results of the activities. Conclusions can be summarised as follows:

Specific evaluations are available concerning the financial contributions to BEUC and to ANEC (conducted in 2013), the EU consumer education resources (in 2011), and one of the information and awareness campaigns funded (in 2014). They concluded:

- BEUC made a significant contribution in 2008-12 to EU policy-making and representing consumer interests and it was a reasonably efficient and well-functioning organisation;¹⁰⁸
- ANEC made significant contributions in representing the EU consumer interests in the standardisation process over the period 2008-2012; and overall and taking into account its level of resources, ANEC was an effective and efficient organisation;¹⁰⁹
- DOLCETA was not a cost-effective option given the then usage levels. The cost of creating a single module on DOLCETA was calculated to be EUR 984 339. Also considering the maintenance costs of the website, each unique visit was priced at EUR 4.7. On this basis it was recommended not to continue developing DOLCETA in the same form;¹¹⁰
- The evaluation of the first wave of the credit campaign found mixed results in terms of efficiency, mainly questioning the extent to which the right people were efficiently reached: "the campaign appeared to offer good value for money (...) suggesting that, with some exceptions, the campaign was generally efficient in reaching people, although it is less clear whether it was efficient and cost effective in reaching the right people (i.e. the

¹⁰⁷ See the evidence presented in section 6.1 regarding the potential wider effects of Programme activities

¹⁰⁸ Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (BEUC) (Van Dijk Management Consultants, 2013)

¹⁰⁹ Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (ANEC) (Van Dijk Management Consultants, 2013)

¹¹⁰ Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys, 2011)

target audience)”; as well as the large number of different tools and channels used in comparison to the available budget.¹¹¹

For the activities related to consumer information and education, calculation of unit costs was mostly not meaningful (with the exception of DOLCETA, see above).

Overall, the following conclusions can be drawn on the basis of the analysis above: The costs of several of the actions related to consumer information and education under the Programme appear to have been proportionate when considering the benefits achieved, especially with respect to support to EU level consumer organisations and activities related to building the evidence base, which are assessed highly in terms of related benefits. In contrast, inefficiencies were identified regarding the consumer education tools, which were discontinued and reworked for the subsequent Programme. Lastly a specific evaluation of the first wave of the credit campaign showed mixed results (other campaigns funded during the evaluation period were not subject to specific evaluations).

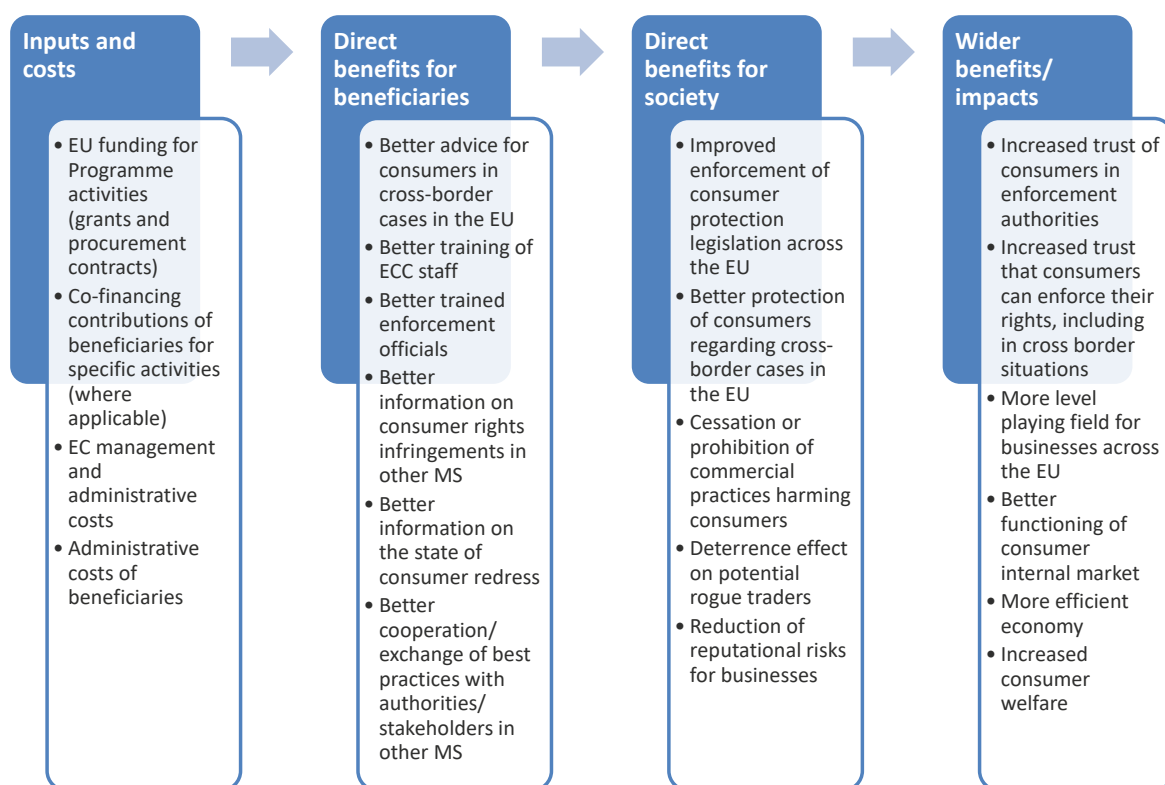
The detailed analysis for all activities is presented in Annex IV.

6.2.1.3. Consumer rights and enforcement

The following diagram identifies the costs and benefits of the actions implemented under the Consumer Programme 2007-2013 in the area of consumer rights and enforcement, and their interrelationship.

¹¹¹ The campaign on consumer credit rights had been executed in two waves (2013/2014 and 2015) and results of the first wave were assessed in: **Evaluation of the information campaign “Knowing your rights with regard to consumer credit” (2014).**

Figure 16: Overview of costs and benefits of actions funded in the area of consumer rights and enforcement



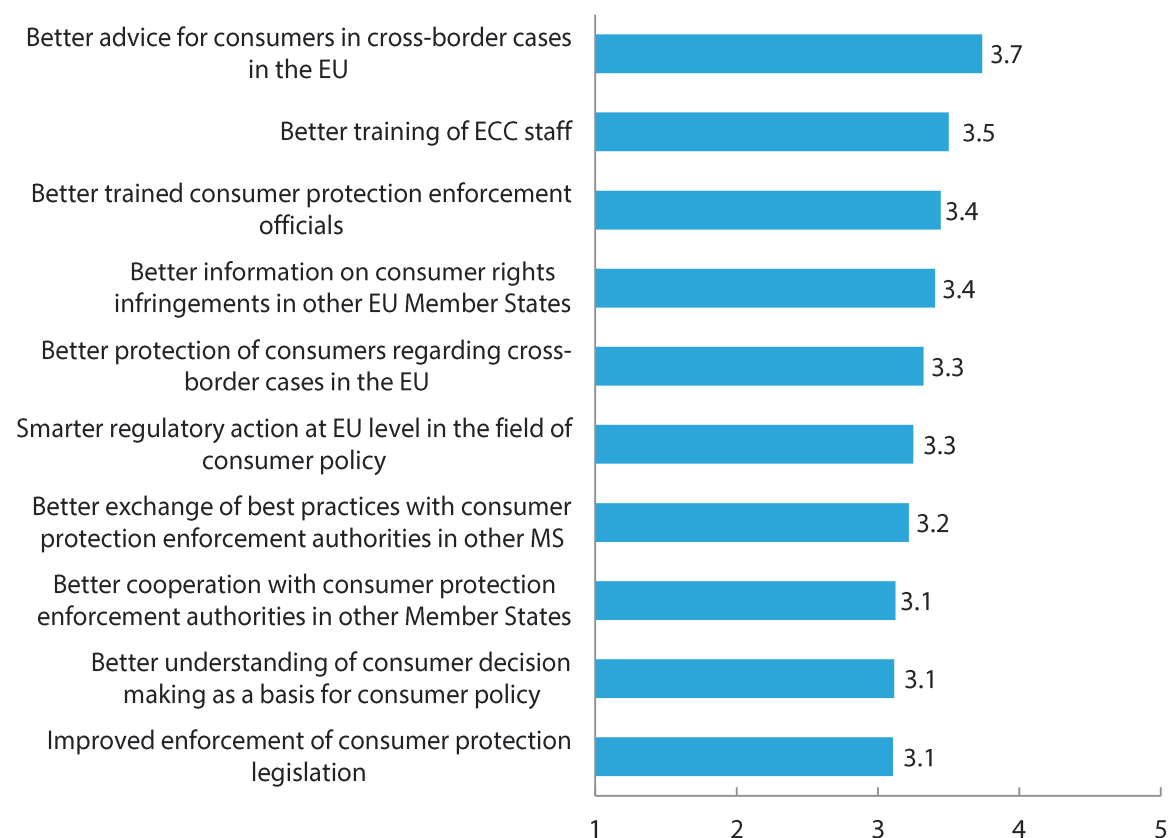
Source: Civic Consulting.

The diagram above shows how the spending for the implementation of Programme activities in the area of consumer rights and enforcement leads to direct benefits for the Programme beneficiaries. EUR 42.5 million, or 29% of the funds committed under the Consumer Programme between 2007 and 2013, were spent on activities in this area. A detailed breakdown of the funds spent on consumer rights and enforcement under the Consumer Programme 2007-2013 according to activity type is presented in Section 5.

Benefits of the activities funded in the area of consumer rights and enforcement are mostly better information on consumer rights infringements in other Member States, better cooperation and exchange of best practices with enforcement authorities across EU borders through the CPC Network. These benefits were largely achieved and related achievements saw improvement in the evaluation period, considering the results of this evaluation in terms of effectiveness (see section 6.1). The same is true for the direct benefits achieved through funding of the ECC-Net, which are better advice for consumers in cross-border cases in the EU, as well as better trained ECC staff. In turn, these direct benefits for Programme beneficiaries leads to benefits for society, through better protection of consumers in cross-border cases, better enforcement of consumer legislation and a reduction of commercial practices harming consumers across the EU. This contributes to a better functioning consumer internal market, as well as a more efficient and welfare creating economy – wider benefits that are aimed at across all areas of the Consumer Programme.

To validate this analysis, enforcement authorities and other stakeholders in all Member States and at EU level assessed in our interviews the extent to which the funded activities have achieved these and other benefits in their country. The average assessments are provided in the figure below.

Figure 17: Please assess to what extent these activities have achieved the following benefits in your country. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)



Source: Civic Consulting, stakeholder interviews, questions 10 and 13. N=61, 40, 45, 57, 68, 64, 55, 64, 70, 66 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note that five interviewees also rated “other” benefits, providing an average assessment of 4.0 that is not presented in the figure, however these respondents did not elaborate on their assessment.

The benefits that interviewees rated on average with the highest level of achievement were ***Better advice for consumers in cross-border cases in the EU*** and ***Better training of ECC staff***, with consumer organisations and ECCs giving a particularly high rating to these two benefits. All other benefits listed were considered by the interviewed stakeholders to have been at least moderately achieved during the Programme period. The benefits that received the lowest assessments but which were still considered to be moderately achieved, were ***Better cooperation with consumer protection authorities in other Member States***, ***Better understanding of consumer decision-making as a basis for consumer policy***, and ***Improved enforcement of consumer protection legislation***.

As indicated in the previous sections, this evaluation also considered the balance of costs and benefits at the activity level, based on previous, specific evaluations of individual activities, and unit costs calculated on basis of key outputs/results of the activities. Conclusions can be summarised as follows:

- The 2011 specific evaluation of the European Consumer Centres Network had found that the Network delivered direct financial benefits to consumers of at least 1.77 times its cost to the taxpayer during 2010 and that there were additional significant non-quantifiable benefits such as consumer detriment avoided and increased confidence in cross border shopping

attributable to the ECCs' activities. It had however noted that some ECCs were adequately resourced while others were not (particularly those hosted by NGOs);¹¹²

- During the evaluation period, the CPC Network took some time to develop and become established, and to provide an effective platform for formal cooperation. The 2012 evaluation of the CPC Regulation as well as the 2011 mid-term evaluation of the Consumer Programme found that there was room for improvement to the (then newly formed) CPC Network to improve its efficiency, effectiveness and use;¹¹³
- In addition, unit costs could be calculated for the exchange of CPC officials. The results are that in the period 2009-2013, the average costs per exchange were about EUR 3 000, which is slightly higher than in the product safety area (calculated on basis of a total of 62 exchanges of enforcement officials).

It can be concluded that on basis of the available evidence, the costs of the activities related to consumer rights and enforcement under the Programme appear to have been proportionate to the benefits achieved, considering the outputs and results of the activities, and the related improvements and benefits in enforcement cooperation and consumer advice regarding cross-border problems.

The detailed analysis for all activities is presented in Annex IV.

6.2.1.4. Overall balance of costs and benefits

The analysis in the previous sections shows that for most activities funded under the Consumer Programme 2007-2013 the costs appear to have been proportionate to the benefits achieved.¹¹⁴ The main exception was the DOLCETA website, which was assessed in a specific evaluation as not being a cost-effective option in light of usage levels, and which was subsequently discontinued.¹¹⁵ This is in line with the findings of the mid-term evaluation of the Consumer Programme 2007-2013 that had concluded in 2011 that the Consumer Programme was generally efficient, delivered good value for money with the benefits considered to significantly outweigh the costs and did not find evidence of significant inefficiencies, with the exception of the consumer education activities, which were considered to not be efficient in their current form.¹¹⁶

¹¹² Evaluation of the European Consumer Centres Network – Final Report (CPEC, 2011)

¹¹³ (External) evaluation of the Consumer Protection Regulation (CPEC, 2012)

¹¹⁴ Note, however, the limitation of the evidence base for certain activities, that do not allow an assessment, as well as the lack of specific evaluations providing a detailed assessment of efficiency in other cases.

¹¹⁵ The Europa Diary was also discontinued.

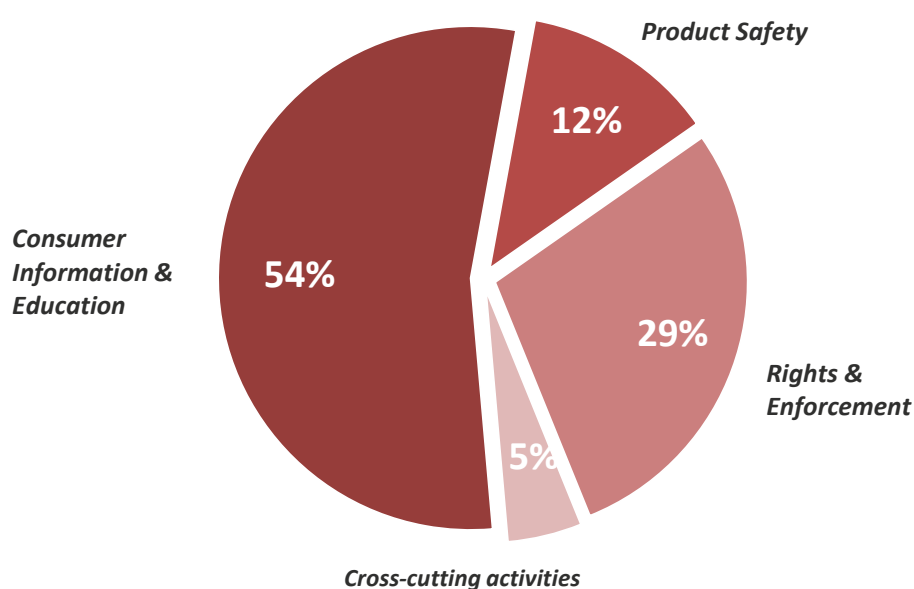
¹¹⁶ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133

6.2.2. Allocation of resources to Programme priorities

To what extent have the costs used in the actions and their distribution among the priorities of the Programme been justified, given the changes which have been achieved?

A total of EUR 148.6 million was spent during the seven years of the Consumer Programme 2007-2013. The following figure shows the breakdown of funds spent over the entire Programme duration per Programme area.

Figure 18: Funds committed under the Consumer Programme 2007-2013 by analytical cluster



Source: Civic Consulting, based on budget data provided by DG Justice and Consumers.

As the figure above shows, slightly more than half of the budget (54%) for the entire 2007-2013 Programme was devoted to consumer information and education (including support to BEUC and ANEC, as well as activities related to evidence base), with 29% devoted to consumer rights and enforcement and 12% to product safety. **Approximately 5% of the budget belonged to the 'administrative' budget line, which was used to fund cross-cutting activities under the different areas.**

The allocation of funds among the Programme areas appears to have been appropriate. This view is also shared by most stakeholders, who assessed that distribution of funds among the Programme areas had been largely justified given the benefits achieved. It is notable that the assessment diverged considerably by stakeholder group, with higher average assessments given by ECCs and ministries/national authorities, who are also major direct beneficiaries of Programme activities (see following table).

Table 12: Do you consider that the distribution of funds among the four Programme areas (product safety, consumer education/information, consumer rights and redress, and enforcement) has been justified given the benefits achieved? CP 2007-2013. Average assessments on a scale of 1 (Not at all justified) to 5 (Fully justified)

Stakeholder type	1 (Not at all justified)	2	3	4	5 (Fully justified)	Average assessment
Business association	--	--	2	1	--	3.3
Consumer organisation	--	2	9	5	2	3.4
European Consumer Centre	--	1	3	6	4	3.9
Ministry or national authority	--	3	8	9	10	3.9
Other	--	--	2	2	--	3.5
All stakeholders	--	6	24	23	16	3.7

Sources: Civic Consulting, stakeholder interviews, question 26. N=69. Not included were interviewees who answered "don't know" or who did not provide an assessment.

The table also indicates that a large majority of more than 90% of respondents considered the distribution of funds to be moderately or largely justified (3 or higher).

These results are generally consistent with the findings of the mid-term evaluation, which found that there was 'general support' for the current funding priorities of the Programme, except in the area of redress, where stakeholders considered that key tools were still missing.¹¹⁷ Steps were then taken to address this issue during the second half of the Consumer Programme 2007-2013 (i.e. between 2011 and 2013), in which the Consumer Programme funded events on online dispute resolution (ODR) as well as the development of the ODR platform, which was then launched under the following Consumer Programme (in 2016).¹¹⁸

How affordable were the costs borne by different stakeholder groups, given the benefits they received?

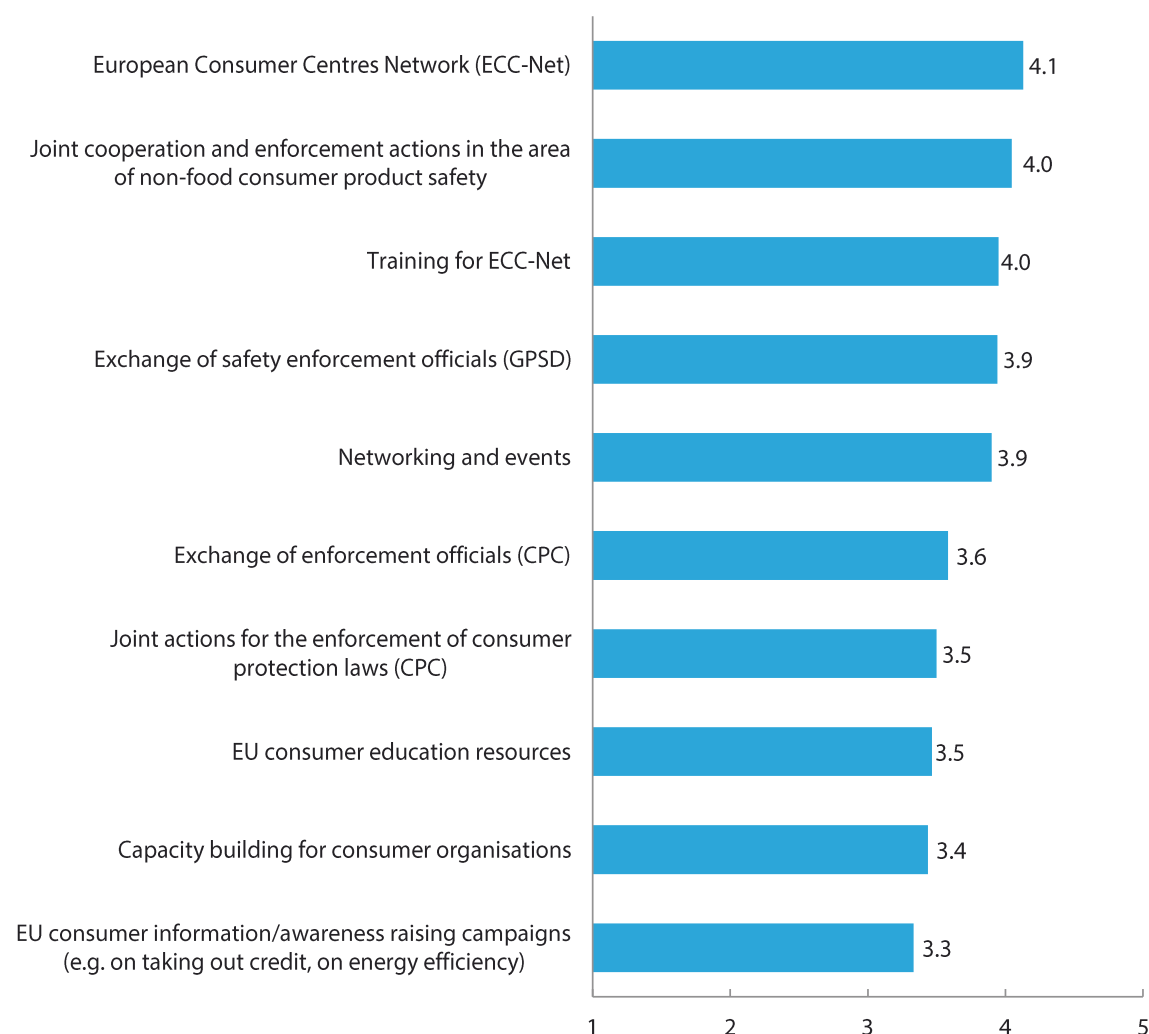
Two-thirds of stakeholders interviewed (66%) indicated that their organisation had incurred costs for participating in specific activities or applying for funding under the Consumer Programme 2007-2013. Of those that incurred costs, a large majority found these costs to have been affordable given the benefits they received (see the following figure). For most activities, ministries/authorities and/or ECCs found them more affordable than consumer organisations (except for TRACE, which consumer organisations found on average more affordable). Note, however, that not all types of

¹¹⁷ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 162.

¹¹⁸ See the fact sheet for action 9 in Annex I as well as Part 1 of this study for further details on the ODR platform.

stakeholders assessed all activities, as some activities, such as RAPEX, are not relevant cost factors for e.g. consumer organisations.

Figure 19: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013. Average assessments on a scale of 1 (Not at all affordable) to 5 (Very affordable)



Source: Civic Consulting, stakeholder interviews, question 27. N=31, 22, 20, 17, 40, 12, 18, 15, 16, 18 (in the order of items from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc.

As shown in the figure above, *ECC-Net*, *joint cooperation and enforcement actions in the area of non-food consumer product safety* and *training for ECC-Net* received the highest average affordability assessments by our interviewees. This is consistent with

the assessments of stakeholders during the mid-term evaluation of the Consumer Programme 2007-2013, which rated the ECC-Net and joint enforcement actions (GPSD/CPC) as two of the most cost-effective activities of the Programme.¹¹⁹ In the present ex-post evaluation, the activity that was ranked the lowest by stakeholders in terms of affordability was *EU consumer information/awareness raising campaigns* (still considered to be slightly more than moderately affordable, see previous figure).

6.2.1. Factors influencing efficiency

What factors influenced the efficiency with which the observed achievements were attained? If there are significant differences in costs or benefits between Member States, what are these differences caused by?

Factors influencing the efficiency of the Consumer Programme 2007-2013 were addressed during the mid-term evaluation of the Programme, which did not find evidence of significant inefficiencies. The mid-term evaluation noted that previous inefficiencies had already been identified and addressed as a result of specific evaluations of the different actions (e.g. concerning the consumer education tools). The mid-term evaluation did conclude, however, that there was potential for efficiency gains with respect to the administration and implementation of the Programme as well as the financing mechanisms for the ECC-Net.¹²⁰

The potential efficiency gains identified during the mid-term evaluation of the Consumer Programme 2007-2013 were primarily addressed under the following Consumer Programme in 2014-2020, which introduced the use of multi-year framework partnership agreements for the financing of the ECC-Net, reforms to grant procedures (e.g. for the exchange of officials), and contracts of a longer duration (e.g. for the new E-Enforcement Academy). The actions taken to improve efficiency and reduce administrative burden are therefore addressed in Part 1 of this report, along with the findings regarding further potential for simplification.¹²¹

Regarding significant differences in costs or benefits between Member States, it is important to note that the Consumer Programme 2007-2013 was designed with the explicit aim to focus on improving consumer protection and awareness in the Member States that had acceded on or after 1 May 2004.¹²² Specific actions and activities were therefore targeted explicitly towards the newer Member States, such as consumer awareness campaigns or capacity building for consumer organisations under the TRACE programme.¹²³ Accordingly, some indicators for the wider benefits and impacts of the Consumer Programme, such as consumer trust in consumer organisations to protect their rights, show greater improvement over the Programme period for the newer Member States compared to the older Member States (see section 6.1.2). This is further supported by the findings of the case study on convergence presented in Annex I of Part 1 of this study, which found evidence for convergence of the newer

¹¹⁹ European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 162.

¹²⁰ European Commission, Consumer Policy: Ex-post and Mid-term Evaluations Final Report (2011), p. 136-138.

¹²¹ See section 6.2.3. in Part 1 of this report for the detailed discussion.

¹²² As reflected e.g. in the preamble of Decision No. 1926/2006/EC.

¹²³ See also section 6.1.2. of this report.

Member States with the older Member States on a number of indicators¹²⁴ during the Programme period of 2007-2013. To the extent that this evidence for convergence reflects a higher level of benefits accruing to the newer Member States, this reflects the intentions set out in the Consumer Programme 2007-2013.

6.3. Relevance

The key findings of the evaluation regarding relevance are that:

- ▶ **The Consumer Programme 2007-2013 was relevant to the needs of consumers in general, and relevant to the needs of its direct beneficiaries. Activities specifically targeted at vulnerable consumer groups were found to be limited.**
- ▶ **More generally, the Consumer Programme 2007-2013 addressed the needs that were identified at the start of the Programme. However, the objectives of the Consumer Programme were not tied to specific problems and needs identified, but reflected general needs of EU consumer policy. This aspect has changed in the subsequent Consumer Programme 2014-2020, where the link between specific problems and needs identified and specific objectives has been made more direct.**

To what extent have the objectives of the programmes proven to be appropriate to consumer needs? To what extent have the actions under the programmes proven to be appropriate to the specific needs of different consumer groups? To what extent are the objectives and priorities of the programmes still relevant to the needs of the stakeholder community and to other consumer-relevant EU policies?

At a general level, the evaluation criterion **relevance** refers to the relationship between the needs and problems in society and the objectives of the intervention (in this case the Consumer Programme 2007-2013).¹²⁵ In the context of this evaluation this section therefore first considers the appropriateness and relevance of the Consumer Programme to the problems and corresponding needs identified at the start of the Programme, before then discussing its appropriateness with respect to the specific needs of consumers, the needs of stakeholder organisations and other EU policies.

6.3.1. Appropriateness and continued relevance to needs as identified at the start of the Programme

The Consumer Programme 2007-2013 aimed to address the needs and problems that existed at the conclusion of the previous Consumer Programme 2004-2007, as indicated in the baseline and intervention logic of the Consumer Programme 2007-2013 (see section 5). Briefly, these included:

¹²⁴ Specifically, there was some evidence for convergence of the Eastern and/or Southern regional clusters with the Western and Northern regional clusters on the following indicators: consumer trust in consumer organisations to protect their rights; consumer perception that it is easy to settle disputes with retailers and service providers through an out-of-court body; consumers making at least one online purchase within the last 12 months; consumer trust in public authorities to protect their rights as a consumer; and consumer trust that retailers and service providers generally respect the rules and regulations of consumer law. See Annex I of Part 1 of this report for more detail.

¹²⁵ See the definitions of the key evaluation criteria provided in the Commission's **Better Regulation Toolbox**, https://ec.europa.eu/info/files/better-regulation-toolbox-47_en

- A *lack of consumer trust*, particularly in cross-border transactions, evidenced by low rates of cross-border shopping and consumers reporting that they felt more comfortable shopping online domestically than cross-border;
- A *lack of integration of consumer policy with other EU policies*;
- An *increase in the number of vulnerable consumers* in light of social and technological developments, in particular an aging population and increasing consumption by children over the internet;
- *Fragmentation of consumer organisations* with relatively low involvement in policy development;
- A *lack of an evidence base for policymaking*, including a lack of price transparency in specific markets;
- *Fragmentation of the single market* due to differences in the regulatory framework between Member States;
- A *lack of regulation in specific areas, including redress*; and
- *The inability of traditional consumer protection approaches to adapt to new methods of buying* in increasingly digital environments.

These problems were intended to be addressed through the two objectives of the Consumer Programme. However, the Programme objectives were not tied specifically to the individual problems listed above; rather, they reflected general needs of EU consumer policy (and to some extent the general needs of a consumer society), namely that consumers benefit from a high level of consumer protection and that the rules meant for their protection are effectively applied.

As indicated in the section on limitations (4.7), and reflecting one of the key problems identified in the list above, quantitative data relating to the period directly before the implementation of the Consumer Programme 2007-2013 is limited. Nevertheless, compared to the situation in the first years of the Programme (2007-10) and based on an examination of the outputs and results as well as the potential wider effects of the Programme activities, the assessment of effectiveness (section 6.1) has indicated that there had been considerable progress made during the Programme period with respect to addressing the needs and problems listed above. This is evidenced by, for example:

- Increased consumer trust in product safety, consumer organisations, and public authority enforcement of consumer protection rules;¹²⁶
- Considerable improvements in the integration of consumer policy with other EU policies, especially through the development of an evidence base (see coherence, section 6.4);
- High stakeholder appraisals of the TRACE capacity-building program for national consumer organisations and ECCs, and substantial improvements **in consumers' trust in consumer organisations to protect their rights within the newer Member States in particular**;¹²⁷

¹²⁶ The percentage of consumers agreeing that essentially all non-food products are safe or that a small number of non-food products are unsafe increased from an annual average of 66% (2007-10) to 68% (2011-13). The percentage of consumers indicating that they trust consumer organisations increased from an average of 66% (2007-10) to 74% (2011-13), and for public authorities from an average of 57% (2007-10) to 60% (2011-13). See section 6.1 for further details.

¹²⁷ Over the Programme period, consumer trust in consumer organisations to protect their consumer rights increased from 47% (2008) to 61% (2012) in the EU13. The gap in consumer trust in consumer

- The introduction of the Consumer Scoreboards which have created a set of long-term, consistent time series data for consumer policy, as well as the carrying out of detailed market studies and behavioural studies to understand consumer decision-making;
- Increased information exchange and improved enforcement cooperation between Member States through RAPEX and through the CPC Network, with both systems experiencing a crucial period of growth and consolidation over the Consumer Programme 2007-2013;
- Steps taken to improve access to redress in the second half of the Programme, i.e. the development of the online dispute resolution platform (see section 6.1.4); and
- Improvements in enforcement cooperation for cross-border e-commerce through the ECC-Net and with third country partners in the area of product safety through e.g. RAPEX China.

Despite the considerable progress made over the Programme period, however, many of the needs and problems identified at the start of the Consumer Programme 2007-2013 continued to be generally relevant at the end of the Programme. This can be clearly seen in the impact assessment and assessment of the baseline for the following Consumer Programme in 2014-2020, which identified the following problems towards the end of the 2007-2013 Programme period:¹²⁸

- The continued presence of unsafe products in the single market, remaining gaps in product safety cooperation, and continued differences in product safety enforcement between Member States;
- Still-underdeveloped market monitoring, the continued low capacity of consumer organisations, a lack of knowledge regarding consumer rights, and a lack of information for consumers;
- Continued gaps in the integration of consumer interests into other EU policies, difficulty for consumers (especially vulnerable consumers) in accessing redress, and still sub-optimal protection of consumer rights, especially cross-border; and
- Indications that the CPC Network and the ECC-Net were not yet being used to their full potential.

As a result, most of the same actions that were funded under the Consumer Programme 2007-2013 were continued in the Consumer Programme 2014-2020 with some adaptations and refinements.¹²⁹

Indeed, as discussed in the assessment of relevance in Part 1 of this study, many of the needs underlying both Consumer Programmes are by definition *continuing needs*, such as market surveillance, market monitoring, and enforcement of consumer rights. These needs inherently remain relevant and require continuous effort to address, as

organisations between the EU15 and the EU13 fell from 25 percentage points to 17 percentage points over the same period.

¹²⁸ See the assessment of the baseline in section 5.1.2. of Part 1 of this report as well as the European Commission's Impact assessment accompanying the document 'Proposal for a Regulation of the European Parliament and of the Council on a Consumer Programme 2014-2020', SEC(2011) 1320 final.

¹²⁹ See Part 1 of this study for more detail, especially section 5.7 on the continuity of the Consumer Programme 2014-2020 with the Consumer Programme 2007-2013 and section 5.1.2 on the baseline.

has been acknowledged also by the stakeholders interviewed for this evaluation (see also the assessment of sustainability, section 6.6).

6.3.2. Appropriateness and continued relevance to the needs of consumers, including specific consumer groups

As discussed in Part 1 of this study and in section 4.8 on limitations encountered in the evaluation, the identification of consumer needs is generally indirect. It relies on sources such as market research, behavioural studies, or Consumer Scoreboards, which typically address specific dimensions of the consumer situation and are not equivalent to a comprehensive needs assessment. Given these data limitations, the extent to which the specific objectives and activities of the Consumer Programme have been generally appropriate to consumer needs is discussed in the following with respect to the assessments of stakeholders which (in the case of national authorities, ECCs, and consumer organisations) are specifically tasked with protecting and/or representing the consumer interest and which are also familiar with the activities of the Consumer Programme, often being direct beneficiaries.

At a general level, the stakeholders interviewed for the ex-post evaluation considered that the objectives and activities under the Consumer Programme 2007-2013 were largely appropriate to the needs of consumers. The appropriateness, or relevance, rating was slightly higher on average from ministries/national authorities and ECCs than from consumer organisations and business associations (see the following table).

Table 13: Please assess to what extent the objectives of the Consumer Programmes and the related activities have been appropriate to the needs of consumers – CP 2007-2013. Average assessments on a scale of 1 (Not at all appropriate to needs) to 5 (Very appropriate to needs)

Stakeholder type	1 (Not at all appropriate to needs)	2	3	4	5 (Very appropriate to needs)	Average assessment
Business association	--	1	2	1	1	3.4
Consumer organisation	--	5	16	6	3	3.2
European Consumer Centre	--	--	10	8	2	3.6
Ministry or national authority	--	3	13	19	4	3.6
Other	--	1	1	4	--	3.5
All stakeholders	--	10	42	38	10	3.5

Sources: Civic Consulting, stakeholder interviews, question 15. N=100. Not included were interviewees who answered "don't know" or who did not provide an assessment.

A similar result was found in the mid-term evaluation, in which national authorities were far more likely than consumer organisations to consider that the Programme had been successful in addressing the various needs of consumers, authorities and consumer organisations. In contrast to the mid-term evaluation, however, the difference in assessments between stakeholder groups in the present ex-post evaluation is more limited, although consumer organisations are still the stakeholder group least likely to consider that the objectives and activities of the Consumer Programme are appropriate to consumers' needs.

Nevertheless, the fact that 90 percent of interviewees concluded that the objectives of the Consumer Programme 2007-13 and the related activities had been at least moderately appropriate to the needs of consumers indicates that, as perceived by a large majority of stakeholders, the Programme can be considered to have been relevant to the needs of consumers in general.

With respect to the needs of specific groups of consumers, such as vulnerable consumers, the situation is more complex. Consumer vulnerability is only explicitly mentioned in Consumer Programme 2007-2013 with respect to consumer education (Action 11); however, as discussed in the assessment of coherence (see section 6.4), few activities targeting vulnerable groups other than children could be identified. This is also in line with the findings of the mid-term evaluation, which identified consumer vulnerability as a need that required more attention in the Programme objectives.

The limited number of activities related to vulnerable consumers was also noted by **stakeholders, who considered the Programme's objectives and activities to be** moderately relevant to the needs of vulnerable consumers, but less so than to the needs of consumers in general or to the needs of their organisation. Consumer organisations provided the lowest assessment, considering that the objectives and activities of the Consumer Programme had been of limited relevance to the needs of vulnerable consumers, especially for groups other than children.¹³⁰

6.3.3. Appropriateness and continued relevance to the needs of stakeholders and to other consumer-relevant EU policies

Interviewed stakeholders, including many direct beneficiaries of the activities funded under the Consumer Programme, were asked to provide an assessment of the **appropriateness of the Programme's objectives and activities to the needs of their own** organisation. On average, the interviewed stakeholders considered the activities under the Consumer Programme 2007-2013 to be slightly better than moderately relevant to the needs of their organisation. However, the assessment differed significantly between stakeholder types, as indicated in the following table.

¹³⁰ For more details, see Annex III with the interview results.

Table 14: Please assess to what extent the objectives of the Consumer Programmes and the related activities have been appropriate to the needs of your organisation – CP 2007-2013. Average assessments on a scale of 1 (Not at all appropriate to needs) to 5 (Very appropriate to needs)

Stakeholder type	1 (Not at all appropriate to needs)	2	3	4	5 (Very appropriate to needs)	Average assessment
Business association	1	2	3	1	--	2.6
Consumer organisation	1	11	13	2	4	2.9
European Consumer Centre	--	--	7	4	7	4.0
Ministry or national authority	1	4	15	16	5	3.5
Other	1	1	1	2	--	2.8
All stakeholders	4	18	39	25	16	3.3

Sources: Civic Consulting, stakeholder interviews, question 15. N=102. Not included were interviewees who answered "don't know" or who did not provide an assessment.

While ministries and national authorities and ECCs mostly considered the objectives and the related activities to have been appropriate to their needs, both consumer organisations and business associations were split in their assessment. In this respect, it is relevant to note that ministries/national authorities and ECCs are direct financial beneficiaries of the Consumer Programme, while consumer organisations and business organisations are generally not. Consumer organisations in fact provided the largest number of negative assessments, with those who provided low assessments commenting that the objectives and activities of the Programme did not address the needs of their organisations and suggesting that providing support to step up their capacities would be more effective. This is similar to the conclusions of the mid-term evaluation of the Consumer Programme, where slightly fewer than half of the consumer organisations interviewed considered that the Programme had been at least moderately successful in addressing their needs with respect to capacity building.¹³¹

With respect to other consumer-relevant EU policies, the objectives and priorities of the Consumer Programme have been generally relevant. Compared to the previous Consumer Programme, the Consumer Programme 2007-2013 made significant progress in integrating consumer interests into other EU policy areas, notably through the development of an evidence base and through capacity building and support for national and EU consumer organisations. Nevertheless, integration with certain other EU policy areas such as the Digital Agenda and sustainable consumption was still at an early stage during the Consumer Programme 2007-2013; see the detailed discussion in the assessment of external coherence (section 6.4).

¹³¹ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 123.

6.4. Coherence

The key findings of the evaluation regarding coherence are that:

- ▶ The aim and operational objectives of the Consumer Programme corresponded to the priorities of the Consumer Policy Strategy 2007-2013. The Consumer Programme was generally coherent with EU consumer policy as well as other consumer-relevant EU policy areas.
- ▶ The Consumer Programme 2007-2013 made progress over the last Programme with respect to the integration of consumer interests in other EU policy areas. This is demonstrated at a practical level through activities such as consumer behavioural studies, policy studies, consumer scoreboards and market studies, which have been funded under the Consumer Programme and built the evidence base on consumer conditions that is necessary for ensuring that EU sectoral policies meet the needs of consumers.
- ▶ In principle, synergies between the actions funded under the Programme could exist. However, although there are a few exceptions (e.g. the development of an evidence base feeding into numerous other activities), activities funded under different actions only rarely produced synergies, partly due to the wide range of actions funded under the Consumer Programme.
- ▶ While synergies with other policy areas were produced to some extent, integration with key Europe 2020 initiatives such as the Digital Agenda only reached the beginning stages during the Programme period.

To what extent are the actions coherent within the Consumer Programme? To what extent have the priorities of the Consumer Programmes produced synergy, focus and coherence between the funded actions in delivering on the objectives?

The **coherence** evaluation criterion refers to how well different actions work together.¹³² Both evaluation questions above refer to the **internal** coherence of the Consumer Programme 2007-2013. They require an analysis of how the various components (actions and activities) of the intervention operate together to achieve its objectives, or, to put it differently: whether there are any overlaps, inconsistencies or gaps within the actions/activities of the Programme, and to which extent synergies are produced.

As has been described before, the Consumer Programme 2007-2013 specifies two objectives, which are linked to eleven specific actions, under which a total of approximately 20 main activities are funded. Through this hierarchical (or 'tree') structure, overlaps and inconsistencies are minimised by design. This was already indicated in the results of the mid-term evaluation, which concluded that the Programme was internally coherent. It found that synergies were produced between some of the actions, for example, that the evidence base fed into the development of consumer legislation and consumer education resources as well as enforcement activities (e.g. sweeps).¹³³

This conclusion is further confirmed in the analysis of the Programme's actions and activities in the framework of this ex-post Programme evaluation. No overlaps and

¹³² See the definition of evaluation criteria in Tool #47 of the Better Regulation Toolbox.

¹³³ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 142-6

inconsistencies were identified, as was also confirmed through our stakeholder interviews.

By definition, the analysis of gaps is more complex. When analysing the coherence between objectives and actions, no gaps have been identified by the evaluation – all elements of the objectives are reflected in the related actions. On the other hand, when analysing the coherence between actions and the main activities funded (see table on the next pages), the following gaps can be identified:

No gaps were identified under *Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests*.

Objective II – To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress:

- *Action 8.1 – Actions to improve the effective application of Community consumer protection legislation [...] including [...] training, also for members of the judiciary:* No identifiable activities related to training for members of the judiciary;
- *Action 11.1 – Actions on consumer education, including specific actions targeted at young consumers, old consumers and vulnerable groups of consumers who are clearly less able to defend their interests, and the development of interactive tools for consumer education:* Focus on consumer education was limited to young consumers (children, through the Europa Diary and Dolceta), with no clearly identifiable education activities targeting old (i.e. senior) consumers or other vulnerable groups.

While training for members of the the judiciary was not mentioned by any of the interviewees, a number of stakeholders did raise the lack of educational measures targeting other vulnerable consumer groups as a noticeable gap, which had also already been raised as an issue in the mid-term evaluation of the Consumer Programme.¹³⁴ In spite of these potential gaps, however, by and large, all levels of the intervention (objectives, actions, activities) are consistent and coherent.

Finally, the evaluation question above asks whether the priorities of the Consumer Programme produced synergies between the funded actions. There are indeed several examples where important synergies exist between activities funded under different actions, for example:

- The support to BEUC under Objective I is also relevant for actions funded under Objective II, as BEUC's work covers most of the areas of the Consumer Programme;
- The actions aimed at developing the evidence base feed into the development of policy, into consumer education resources, and into the coordinated enforcement activities (e.g. Sweeps) under Action 8, as already highlighted by the mid-term evaluation;
- The enforcement activities under Actions 8 (particularly the CPC Network) and 10 (ECC-Net) complement each other and feed into a coherent and consistent enforcement policy. Whereas the activity of the CPC Network seeks to strengthen the public dimension of EU consumer law enforcement

¹³⁴ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 120

and is focused on consumer law infringements affecting collective consumer interests, the ECCs provide advice and assistance “on the ground”, in direct contact with consumers, aiming at consumer empowerment.

In spite of these exceptions, however, activities funded under different actions only rarely produce synergies, partly due to the wide range of actions funded under the Consumer Programme.

To what extent have the objectives, priorities and actions of the Consumer Programmes been coherent with those of the Consumer policy and/or with other consumer-relevant EU policies, in particular those which have similar objectives, and other EU programmes?

This evaluation question refers to the **external** coherence of the Consumer Programme 2007-2013, i.e. to how well the Programme worked together with EU consumer policy in general and other consumer-relevant EU policies and whether any gaps or synergies can be identified in this regard.¹³⁵

To consider the coherence of the Programme with EU consumer policy, a short review of its development shows that it was introduced in order to implement the Consumer Policy Strategy for 2007-2013,¹³⁶ which set out the role, priorities and actions of EU consumer policy for the period of 2007-2013.¹³⁷ The Consumer Programme 2007-2013 was adopted just prior to the publishing of the Consumer Policy Strategy (in December 2006) to implement the objectives and support the priorities of the Strategy, and the aim and operational objectives of the Consumer Programme generally correspond to the priorities set out in the Consumer Policy Strategy. Consequently, and in line with the findings of the mid-term evaluation of the Programme,¹³⁸ the Consumer Programme 2007-2013 can be considered as being overall coherent with EU consumer policy. This conclusion is confirmed by our stakeholder interviews, in which there were no indications of any incoherence in this respect.

In the interviews, we asked stakeholders to assess three dimensions of external coherence, as indicated in the following figure.

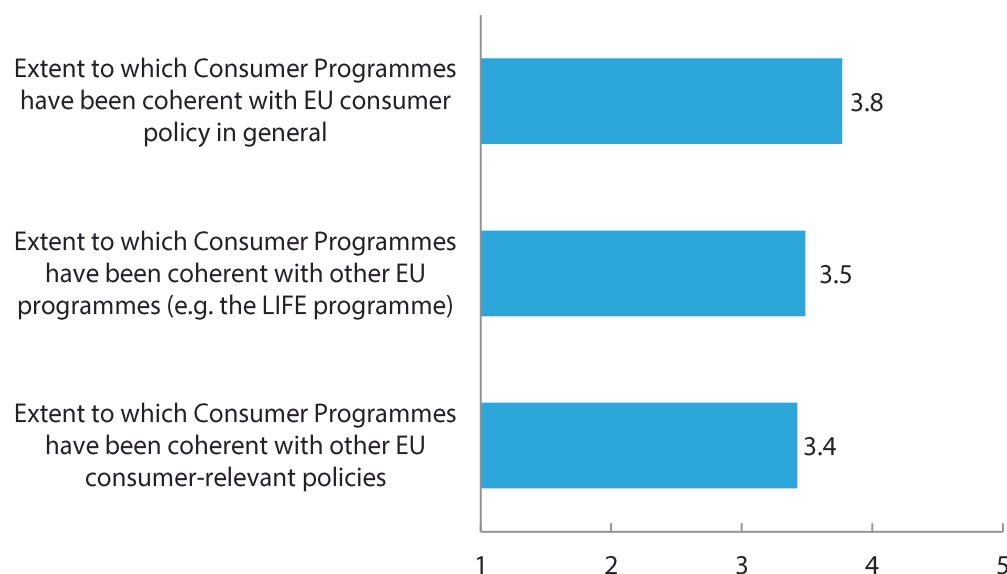
¹³⁵ See the definition of evaluation criteria in Tool #47 of the Better Regulation Toolbox.

¹³⁶ Communication from the Commission to the Council, the European Parliament and the European Economic and Social Committee - EU Consumer Policy strategy 2007-2013, COM (2007) 99 final

¹³⁷ See section 5.1 for more detail on the Consumer Policy Strategy.

¹³⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 142-6

Figure 20: Please assess to what extent the objectives and priorities of the Consumer Programmes have been coherent with EU consumer policy in general, and with other EU consumer-relevant policies (e.g. energy, telecommunication, transport, digital single market, financial services)? – CP 2007-2013. Average assessments on a scale of 1 (Not at all coherent) to 5 (Very coherent)



Source: Civic Consulting, stakeholder interviews, question 18. N=74, 68, 37 (in the order of items from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment.

As shown in the figure, the 2007-2013 Consumer Programme was considered by interviewees to be largely coherent with EU consumer policy in general (with average assessments of 3.8 on a scale of 1 to 5), as well as with other EU programmes (3.5) and slightly less with other EU consumer-relevant policies (3.4).

When considering the external coherence of the Consumer Programme 2007-2013 with other consumer-relevant EU policies and programmes, it is first necessary to consider the range of policies that could be relevant in principle. In light of the fact that consumer expenditure accounts for 56% of EU GDP,¹³⁹ the number of potential areas is large.

The main policy areas where the integration of consumer interests has been relevant during the period of 2007-2013 include:

- **Retail financial services.** These include products such as current and savings accounts, payment services, credit cards, mortgages, insurance and investment products. Retail banking markets remain nationally fragmented and continue to include barriers to competition. The Commission has undertaken a number of measures to promote a competitive and safe retail financial services market for European consumers;.
- **Services of general interest.** These are services that the public authorities of EU Member States classify as being of general interest, such as public

¹³⁹ See http://ec.europa.eu/eurostat/statistics-explained/index.php/National_accounts_and_GDP#Consumption_and_investment

transportation, postal services, and healthcare, and which are therefore subject to specific public service obligations. These must include appropriate measures for consumers and ensure, where appropriate, that universal service is safeguarded at the EU and Member State level;..

- **Passenger rights.** Union legislation has been introduced for all modes of transportation to protect the rights of air, road, rail and maritime passengers within the EU, allowing passengers to claim their rights when something goes wrong with their trip;..
- **Gas and electricity.** Retail energy markets have been assessed to include several obstacles to consumers, including a lack of transparency, insufficient competition, and the slow adoption of new technologies; consumer vulnerability is also a key concern in energy markets..

As already noted by the mid-term evaluation of the Programme, a significant push was made under the Consumer Programme 2007-2013 to integrate consumer interests into other consumer-relevant EU policies, in particular (although not exclusively) through the development of an evidence base and through capacity building and support for national and EU consumer organisations.¹⁴⁰ Activities in this regard included, for example, financial support to BEUC, funding for consumer organisations **to participate in the Citizens' Energy Forum, the consumer market study on air passenger rights compliance, and the behavioural study on energy labelling** (co-financed with DG ENER).¹⁴¹ Especially when compared against the pre-Programme baseline, in which the level of integration with other policy areas under the previous Consumer Programme was considered to be limited,¹⁴² the Consumer Programme 2007-2013 made considerable progress during the evaluation period with respect to the integration of consumer interests in other EU policy areas.

Nevertheless, other EU policy areas such as agricultural and trade policy were identified during the mid-term evaluation as potential EU policy areas where coherence could be further improved.¹⁴³ Additionally, resource efficiency (including initiatives on energy and sustainable consumption) and the Digital Single Market (through the Digital Agenda for Europe), which were adopted as flagship initiatives under the **Europe 2020** strategy adopted in March 2010,¹⁴⁴ were also identified in the mid-term evaluation of the Consumer Programme 2007-2013 as key policy areas for the further integration of EU consumer policy.¹⁴⁵

In the current ex-post evaluation, interviewees were asked to what extent the Consumer Programme 2007-2013 had been effective in addressing challenges related to energy and sustainable consumption as well as challenges related to the Digital Single Market. Stakeholders rated the effectiveness of the Consumer Programme

¹⁴⁰ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 58-59; 122; 128; 143.

¹⁴¹ See the fact sheets for Actions 1 and 8 in Annex I as well as European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 90.

¹⁴² See section 5.1.2. on the baseline.

¹⁴³ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations, p. 143.

¹⁴⁴ Communication from the Commission – Europe 2020, A strategy for smart, sustainable and inclusive growth, COM(2010) 2020

¹⁴⁵ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations.

2007-2013 in addressing these challenges with average scores of 2.9 for both policy areas, considerably below the effectiveness scores achieved by the current Consumer Programme 2014-2020 (3.4 for the Digital Single Market and 3.1 for energy and sustainable consumption). These lower scores are consistent with the findings of the mid-term evaluation, which reported that the Consumer Programme 2007-2013 had yet to take advantage of potential synergies with EU energy/sustainable consumption and Digital Agenda policies.¹⁴⁶

It can therefore be concluded that while the Consumer Programme 2007-2013 made substantial progress on the integration of consumer interests into other EU policy areas and was overall coherent with other EU policy areas, such as those related to retail financial services or passenger rights, it did not fully exploit potential synergies related to energy/sustainable consumption or the Digital Single Market during the Programme period. However, given that the *Europe 2020* strategy was adopted halfway through the Programme period, it is perhaps not surprising that these flagship initiatives were not fully reflected in the activities funded under the Consumer Programme 2007-2013 at the time.

6.5. EU added value

What is the additional value resulting from the EU interventions compared to what could have been/be achieved by Member States at national and/or regional levels? To what extent do the issues addressed by the interventions continue to require actions at EU level? What would be the most likely consequences of stopping or withdrawing the existing EU interventions?

The key findings of the evaluation regarding EU added value are that:

- ▶ **Activities under the Consumer Programme such as RAPEX, the CPC Network, ECC-Net, and support to BEUC have generated considerable EU added value, as recognised by stakeholders.**
- ▶ **The EU added value of actions which complement and support national measures is substantial where there is a clear cross-border element, economies of scale, or cross-border synergies.**
- ▶ **The vast majority of interviewed stakeholders considered that the same results would not have been achieved in their countries without the EU interventions through the Programme.**

The evaluation criterion of *EU added value* considers whether observed changes can be reasonably attributed to the EU intervention beyond what could have been reasonably expected to be achieved by Member States acting at the national level.¹⁴⁷

In addition to activities which support the implementation of the EU legislative framework for consumer protection (e.g. RAPEX, the CPC Network), the activities under the Consumer Programme 2007-2013 can be divided into two types:

- Activities which are not or could not be undertaken at the national level because of their EU-level character; and
- Activities complementing and enhancing the efficiency of measures at the national level.

¹⁴⁶ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations.

¹⁴⁷ Tool #47 of the Better Regulation Toolbox

The first type of activities under the Consumer Programme are those that have an inherent cross-border nature or are of EU relevance. The EU added value generated by these activities is by definition high, as it could not be reasonably expected that the Member States would (or could) have undertaken these activities or achieved similar coverage and results given their inherent EU-level character. Indeed, activities of this type, such as building up an evidence base to benchmark the situation in different Member States, supporting EU-level consumer organisations, co-financing the ECC-Net, developing legislation at the EU level, and integrating consumer interests into other areas of EU policy, have been highlighted in the mid-term evaluation as key sources of EU added value.¹⁴⁸

Interviewed stakeholders also recognised that a number of the activities funded by the Programme possess an inherent EU-level character, with some emphasising the increasing importance of cross-border commerce and the need for common rules and a coordinated approach, e.g. with respect to market surveillance. A number of interviewees considered that Member States would not have invested in this kind of European coordination in the absence of the Programme. Several interviewees, particularly from the newer Member States, also emphasised the importance of development of EU-level consumer legislation and product safety standards for raising the level of consumer protection in their countries, with one interviewee from a recently acceding Member State considering **that their national consumer law 'comes over 90% from the EU law'**. Two interviewees further emphasised the high value of EU-level activities such as the development of an evidence base for smaller Member States, which would not have the resources to invest in such activities on their own.

The second type of activities under the Consumer Programme aim to complement national measures and support Member State authorities and other national actors in achieving a high level of consumer protection. The EU added value generated by these activities depends on the extent to which these activities assist Member States in achieving results beyond what could be accomplished at the national level alone. The EU added value is therefore more evident in cases where there is a clear cross-border element, where implementing activities at the EU level can take advantage of economies of scale, or where particular cross-border synergies can be achieved, e.g. in the case of joint actions, networking events, common training measures or capacity building for consumer organisations. In other cases, e.g. regarding EU consumer education resources or awareness and information campaigns, the EU added value depends on the extent to which the activities are in fact complementary to national measures (see the assessment of complementarity in section 6.6). This was also implied in the mid-term evaluation, which concluded that education and awareness activities produced different levels of EU added value in different Member States depending on the existing national framework.¹⁴⁹

In the current ex-post evaluation, a vast majority of interviewed stakeholders (90%) considered that the same results would **not** have been achieved in their countries without the EU interventions through the Consumer Programme 2007-2013. Almost all interviewees who expressed an opinion considered that the EU intervention through the Consumer Programmes provided an added value beyond what could have been achieved by their respective Member States acting alone. With respect to the second type of activities discussed above, a number of stakeholders considered that their

¹⁴⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations, p. 154

¹⁴⁹ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations, p. 154-155

Member States would not have invested in consumer protection to the same extent without EU support, and that certain activities (e.g. joint actions) would not have been carried out at all. Nevertheless, reflecting the discussion on complementarity above, a few stakeholders also commented that their national consumer protection framework would have been just as strong in the absence of EU support, or that some issues emphasised by the Consumer Programme do not always align with national priorities.

It can therefore be concluded that the Consumer Programme provides an inherent EU added value with respect to actions having a cross-border character or being of EU relevance, such as the ECC-Net, CPC Network, support to BEUC or development of the evidence base for consumer policy, which Member States could or would not be expected to undertake on their own in the absence of support through the Consumer Programme. The Consumer Programme also provides EU added value through complementing and enhancing national measures where there is a clear cross-border element, cross-border synergies, or economies of scale, e.g. through joint actions, networking and training activities, and capacity building for national consumer organisations. In other cases, e.g. consumer education and awareness activities, the EU added value depends on the level of complementarity with national policies.

6.6. Complementarity and sustainability

The key findings of the evaluation regarding complementarity and sustainability are that:

- ▶ **Interviewed stakeholders acknowledged that the Programme and the related activities have to some extent been complementary to and have monitored relevant policies pursued in their Member State.**
- ▶ **The positive effects from successful activities under the Consumer Programme 2007-2013, such as enhanced market surveillance, better representation of consumer interests at EU level, better evidence base, enhanced consumer confidence, and improved enforcement, can be expected to last for some time after the end of the Programme.**
- ▶ **However, it can hardly be expected that the activities carried out within the framework of the Consumer Programme would have been readily taken over by Member States or by market actors in the absence of continuous Union commitment and support for these activities.**

Complementarity: To what extent do the actions of the Consumer Programme/ policy support, complement and usefully supplement and monitor policies pursued by the Member States?

Complementarity is part of the overall aim of the Consumer Programme 2007-2013, which was "...to complement, support, and monitor the policies of Member States and to contribute to protecting the health, safety and economic and legal interests of consumers, as well as to promoting their rights to information, to education and to organise themselves in order to safeguard their interests."¹⁵⁰ This aim is also reflected in the implementation of the Programme as the direct (financial) beneficiaries are not consumers or national consumer organisations themselves but national consumer protection authorities, which are supported by Programme activities in achieving their mandate of ensuring a high level of consumer protection (see also the discussion of beneficiaries in section 5.8).

¹⁵⁰ Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013), article 2(1)

As discussed above with respect to EU added value (section 6.5), a number of activities under the Programme aimed at complementing and enhancing national measures, such as joint actions, capacity building for national consumer organisations, and activities on consumer education and awareness. Exchanges of officials and support for networking and events to improve coordination between Member States also contribute to complementing and enhancing national measures (see also the discussion in Part 1, section 6.6). These activities have all been identified in the evaluation as effective activities which are appreciated by the national stakeholders who participate in them, except in the case of consumer information and education activities, where interviewees were more divided (see section 6.1). Reflecting the findings of the mid-term evaluation, some interviewees in the current evaluation considered that the education and awareness activities were not adapted well enough to the local context or did not lead to synergies with the national framework.

In general, interviewed stakeholders considered that the Consumer Programme and related activities had been complementary to and had monitored relevant policies in their Member State to a slightly better than moderate extent. However, most interviewees who elaborated on their assessment of complementarity considered that there was room for improvement, and that there could be better coordination between EU and Member State authorities.

Interviewees were also asked to what extent the actions of the Programmes have had an impact on their consumer-related national policies, and the large majority (85%) considered that the Consumer Programme's actions have had an impact on the development of national policies in the consumer field to a moderate to great extent. As the following table illustrates, ECCs provided a considerably higher assessment than other stakeholders. However, none of the interviewed stakeholders saw no impact of the Programme at all.

Table 15: In your view, to what extent have the Consumer Programmes' actions impacted on the development of national policies in the consumer field? CP 2007-2013. Average assessments on a scale of 1 (Not at all) to 5 (To a great extent)

Stakeholder type	1 (Not at all)	2	3	4	5 (To a great extent)	Average assessment
Business association	--	1	2	1	1	3.4
Consumer organisation	--	7	6	8	4	3.4
European Consumer Centre	--	1	3	11	4	4.0
Ministry or national authority	--	5	18	13	5	3.4
Other	--	--	2	4	--	3.7
All stakeholders	--	14	31	37	14	3.5

Sources: Civic Consulting, stakeholder interviews, question 21. N=96. Not included were interviewees who answered "don't know" or who did not provide an assessment.

In line with the findings of the mid-term evaluation, the development of an evidence base (studies and surveys) for consumer policy was mentioned by interviewees as a particular example of positive impact on the development of national policies. Training

for officials was also mentioned by a couple of interviewees as an activity that had an important influence at the national level.

Sustainability: How likely are the effects to last after the interventions' end?

In the mid-term evaluation of the Consumer Programme, most interviewees considered that the impacts of the Programme would be sustained in the medium term. A number of interviewees considered that Member States were increasingly taking over or multiplying actions launched under the Consumer Programme at the national level, increasing the probability that impacts will be sustained in the future, although agreement with this statement was higher among national authorities (55%) than among consumer organisations (38%).¹⁵¹

The present ex-post evaluation generally confirms the results of the mid-term evaluation. The interviewed stakeholders largely considered that the effects of the Programme would outlast the Programme.¹⁵² It was pointed out that although materials and processes developed during the Programme in one period may not last forever, they provide a foundation as well as lessons learned upon which further activities of a similar character can be built, which also constitutes a beneficial longer term effect. This has also been demonstrated in practice, given that most of the activities funded under the Consumer Programme 2007-2013 were continued under the new Consumer Programme 2014-2020 and had been refined and improved on the basis of the lessons learned from the 2007-2013 Programme.¹⁵³

Other examples of sustainability include support to European Consumer organisations (in particular regarding BEUC): consistent support over the years has allowed the organisations to develop and grow, and also to find other sources of funding.¹⁵⁴ Interviewees also pointed out that legislative and other regulatory initiatives were highly sustainable once adopted at the national level as these lead to changes in business practices, and that the Consumer Programme had built a foundation for consumer information and education that would last beyond the end of the Programme (although some emphasised that these information and education efforts needed to continue and adapt to new technologies and sales channels).

However, although some actions of the Programme have been considered to be sustainable in the longer term, many of the needs and problems that the Programme was intended to address are inherently ongoing, as discussed in the assessment of relevance (section 6.3). Notably, this includes market surveillance and enforcement activities, which require continuous effort to maintain as well as constant adaptation in

¹⁵¹ European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations, p. 139-142.

¹⁵² On a scale of 1 to 5, stakeholders considered effects to last after the end of the Programme especially in the area of product safety, which received the highest average assessments (3.7), while in the other areas of the Consumer Programme assessments were on average slightly lower (3.5 to 3.6). See detailed interview results in Annex III.

¹⁵³ See section 7 below on the extent to which the recommendations of the mid-term evaluation were taken into account, as well as the conclusions in section 8; see also section 5.7 in Part 1 of this study for a discussion of the continuity between the actions of the two Programmes.

¹⁵⁴ Due to its more narrow remit, the situation is slightly different for ANEC, which is still more dependent on the operational grant, although as of 2014 this is no longer provided under the Consumer Programme.

order to meet the present challenges of rapid innovations in products and markets. It can also hardly be expected that many of the activities that had been carried out within the framework of the Consumer Programme would have been readily taken over by Member States or by market actors in the absence of continuous Union commitment and support for these activities,¹⁵⁵ especially for those activities that have an inherently EU-level character or cross-border dimension, such as the ECC-Net.¹⁵⁶ Even at the national level, however, several stakeholders underscored the low priority accorded to consumer policy in some Member States and the decisive effect that the commitments under the EU Consumer Programme exerts for strengthening consumer law enforcement policy at the national level as well.

¹⁵⁵ The mid-term evaluation of the previous Consumer Programme found that among national authorities, slightly more than half (55%) considered that Member States were increasingly taking over or multiplying actions launched under the Consumer Programme at the national level; however, consumer organisations were much less inclined to agree with this statement (38%). See European Commission, Final Report (March 2011): Consumer Policy: Ex-Post and Mid-term Evaluations, p. 139.

¹⁵⁶ See also the discussion of EU added value in section 6.5.

7. Extent to which recommendations of the mid-term evaluation were taken into consideration

In this section, we present the recommendations of the mid-term evaluation of the Consumer Programme 2007-2013 and how they taken into consideration.

How were the recommendations of the mid-term evaluation of the Consumer Programme 2007-2013 taken into consideration?

The mid-term evaluation of the Consumer Programme 2007-2013 provided a set of eleven recommendations. The table below lists the recommendations in detail, together with a description of how they were taken into consideration in the subsequent period (the second half of the Consumer Programme 2007-2013 and the first half of the Consumer Programme 2014-2020). Conclusions by Programme area are presented separately in section 8.5.

Table 16: Summary recommendations of the mid-term evaluation of the Consumer Programme 2007-13 and follow-up work

Recommendations of the mid-term evaluation of the Consumer Programme 2007-13	Follow-up work and measures under the Consumer Programmes
<p>► Continue current work to develop and focus the evidence base, not only through screening studies but also in-depth investigations into areas highlighted as important by the CMS screening. Other areas where such reports could be commissioned include cross-border online shopping and financial services (to support the development of the Single Market Act proposals). This is crucial to the integration of consumer concerns into other policy areas; in particular, in-depth studies should pay particular attention to how consumption patterns and behaviour could be changed rather than just focus on gathering evidence on the problems alone (i.e. behavioural economics).</p> <p>► Continue with integration efforts and on building relationships with other DGs and with stakeholders, in order to enhance the cost-effectiveness of actions and enhance consumer protection through the widest range of policies. This should include addressing some of the new emerging challenges:</p> <ul style="list-style-type: none"> a) work on actions to develop on-line shopping and ensure that consumers rights online are respected (privacy and security); b) work aimed at increasing the clarity of information with regard to the safety and energy performance of products, hence capitalising on the synergies and the efficiency gains from product labelling (in line with the suggestions of Europe 2020); c) work aimed at identifying what are ‘vulnerable’ consumers in different policy contexts (and what makes them vulnerable), so that their needs can be taken into account in policy development and implementation. 	<p>Five behavioural studies on consumer decision making were carried out between 2011 and 2013 under the Consumer Programme 2007-2013 and six have been carried out between 2014 and 2017 under the Consumer Programme 2014-2020.</p> <p>Eleven consumer market studies were financed between 2008 and 2013 under the Consumer Programme 2007-2013 and ten have been financed between 2014 and 2017 under the Consumer Programme 2014-2020.</p> <p>Among others, surveys of consumer attitudes and business attitudes were carried out in 2011 and in 2012, and fed into the Consumer Conditions Scoreboard that was published in 2012. Similar surveys were also carried out under the Consumer Programme 2014-2020, and fed into the Consumer Conditions Scoreboards that were published in 2015 and 2017.</p> <p>The consumer market monitoring survey was carried out in 2015 and fed into the 2016 edition of the Consumer Markets Scoreboard. In addition, two online consumer surveys were conducted under the Consumer Programme 2014-2020.</p> <p>In 2010, the European Commission issued a recommendation on the use of a harmonised methodology for classifying and reporting consumer complaints and enquiries. The European Consumer Complaints Registration System (ECCRS) IT tool was then put in place for complaint bodies to report their harmonised complaints data to the Commission.</p> <ul style="list-style-type: none"> a) In addition to improving the legislative framework, follow-up work under the Consumer Programme 2014-2020 included the 2014 European Consumer Summit that focused on how to ensure that consumers reap the full benefits from the digital sector b) A behavioural study on energy labelling was financed under the Consumer Programme 2007-2013, which explored consumers’ understanding of the individual elements of the energy label and how the label design influences consumer purchase decisions. c) A study on consumer vulnerability across key markets in the EU was financed under the Consumer Programme 2007-2013, which examined the incidence of vulnerability across the EU28 and Iceland and Norway, and the factors explaining any observed vulnerability.

Recommendations of the mid-term evaluation of the Consumer Programme 2007-13	Follow-up work and measures under the Consumer Programmes
<p>► Focus on improving the actions that have been highlighted as the least cost-efficient: e.g. consolidate information and education tools, establishing clearly who the target group is and focusing dissemination accordingly (bearing in mind the limited capacity of consumers to process information and also the needs of the different groups). This could include the following changes:</p> <ul style="list-style-type: none"> a) consolidate the educational parts of Dolceta to be taught in schools as part of the scholar curriculum; b) rationalise the informational aspects of Dolceta – bearing in mind the information contained in other websites, adapted to the needs expressed by consumers (e.g. from the list of wishes by consumers, workers, students, pensioners, to be developed under Single Market Act proposals but also other problems identified in the CMS); c) improve dissemination on Dolceta to increase awareness as to its aims and increase its overall added value; and d) continue the distribution of the Europa Diary while also exploring other means for its dissemination such as social networking sites and through mobile phones. 	<p>An evaluation of Consumer Education, Information and Capacity Building Actions was conducted which concluded that the tools were outdated and should be updated. As a result the education tools under the Consumer Programme (<i>Dolceta</i> and <i>Europa Diary</i>) were replaced by the <i>Consumer Classroom</i> under the 2014-2020 Consumer Programme.</p>
<p>► Continue consultation and the work in the area of redress in order to prepare actions that may address the current shortcomings, e.g. access (due to lack of knowledge or price), cross-border and collective redress:</p> <ul style="list-style-type: none"> a) in order to address the lack of knowledge, effective information campaigns are recommended (and these need to be coordinated with Member State relevant authorities and the national consumer organisations so that effective partnerships are reached in the first place to maximise the possibilities of success); b) as for the costs of such actions, examine the different options to make undertaking collective redress actions more affordable and compatible with national systems in its different forms (e.g. on-line dispute resolutions, regulations for out-of-court cases, guidelines for court cases, etc.). 	<p>Under the Consumer Programme 2014-2020, one (new) objective is dedicated to the area of consumer rights and redress.</p> <ul style="list-style-type: none"> a) The information activities under both Consumer Programmes focused mostly on consumer rights and were directed principally on Member States that have joined the EU in 2004 and 2007. The activities have taken the form of awareness-raising campaigns, developed on a country by country basis to introduce citizens to their newly acquired rights, and using multi-media advertising, public relations and social media activities, mainly carried out by specialist media agencies. b) Under the Consumer Programme 2014-2020, several communication campaigns and actions on Alternative Dispute Resolution/ODR were carried out.
<p>► Continue the grant funding and support of the ECCs and the ECC-Net through information campaigns with the aim of increasing the visibility and hence awareness of consumers of these national organisations.</p>	<p>Grant funding and support of the ECCs and the ECC-Net were continued through both Consumer Programmes.</p>
<p>► Continue the funding of training through TRACE, with the aim of increasing the capacity of national consumer organisations in relation to current and emerging issues. This may need to be complemented by training and other information events or workshops held at the national level to increase awareness and dissemination of information.</p>	<p>Funding of training was continued through TRACE under the Consumer Programme 2007-2013 and through the Consumer Champion under the Consumer Programme 2014-2020, which builds on the TRACE programme and includes local training courses.</p>

Recommendations of the mid-term evaluation of the Consumer Programme 2007-13

- ▶ Continue support of EU-level consumer organisations.
- ▶ Continue the funding and development of RAPEX given its importance to market surveillance and effective enforcement; this should also include the development of additional collaborations with major importers of consumer products to the EU, along the lines of that developed with China. Capitalise on the new technologies that may support information on the safety of products and services (this could include for instance the use of Radio Frequency Identification - RFID).
- ▶ Develop cooperation agreements with other stakeholders, including international players, and not limited to the safety of products but also including services to ensure that consumer rights are respected in an increased globalised market.
- ▶ Explore additional approaches to making enforcement more efficient in a time of constrained resources, e.g. the increased role of the Commission to follow-up and coordinate the actions of the CPC Network (including on Sweeps and in relation to the varying roles of different national organisations).

Follow-up work and measures under the Consumer Programmes

Support of ANEC and BEUC continued under the Consumer Programme 2007-2013. Support of BEUC also continued under the Consumer Programme 2014-2020 while ANEC funding was transferred to DG GROW.

Funding and development of RAPEX have been continued and increased, including the specific tool for the collaboration with China.

The International Product Safety Week continued to take place every 2 years under both Consumer Programmes.

The need for reinforced international cooperation continues to exist, and is acknowledged in the recent Communication on a New Deal for Consumers. The Commission declared that it intends to work on bilateral or multilateral agreements for consumer-protection enforcement cooperation between the EU and key jurisdictions like the US, Canada and China, as well as reinforce international cooperation on product safety, see COM(2018) 183 final, p. 10-11.

During the evaluation period, the work on strengthening cooperation between national enforcement bodies within the CPC Network has received high priority and visibility. The two main types of enforcement cooperation have taken shape more clearly: (i) the mutual assistance mechanism in the form of exchange of information and enforcement requests between national competent authorities (NCAs), and (ii) coordinated actions in the form of sweeps and joint enforcement actions with a greater coordinating role of the Commission. Both types of cooperation have seen improvement in terms of effectiveness, even though deficiencies remain in some respects. The CPC database has improved, and NCAs have become more familiar with and experienced in using it. A new knowledge exchange platform has been added. Since considerable delays were observed early in the activity of the CPC Network, the Commission set forth additional benchmarks in the Operational Guidelines for coordinated enforcement within the CPC Network. According to the Guidelines requests for information should be handled within 3 months and requests for enforcement measures within 9-12 months. However, the time for handling such requests is often long (with targets in this respect having not been reached so far). The recommendation to make enforcement more efficient (e.g. by reducing time for handling of enforcement requests) and an increased role of the Commission in coordination of joint enforcement actions remain valid (see Part 1 of this report, section 7.1.4.).

Recommendations of the mid-term evaluation of the Consumer Programme 2007-13	Follow-up work and measures under the Consumer Programmes
<p>► Improve reporting on the effectiveness of specific actions, especially when they stop and why they have stopped, and on the role of different Commission services and networks as there appears to be confusion among the stakeholders. A simple and not very costly solution is to produce a brief annual report on the different integration activities and progress to year that could be made publicly available. It is our understanding that this is planned for the future and we would endorse this action.</p>	<p>No follow-up in terms of a "brief annual report on the different integration activities and progress" has been identified. However, outputs and results of activities are partly documented in activity specific reports, e.g. prepared by the beneficiaries (e.g. ECCs, BEUC) as part of reporting requirements for grant recipients by the Commission.</p>

Source: Civic Consulting based on the summary of recommendations of the 2011 mid-term evaluation of the Programme of Community Action in the field of consumer policy 2007-2013, final report "Consumer Policy: Ex-post and Mid-term Evaluations Final Report" prepared for DG Health & Consumer Protection, section 6.2.3.

8. Conclusions and recommendations

In this section we present the conclusions and recommendations of the ex-post evaluation of the Consumer Programme 2007-2013, based on the answers to the evaluation questions concerning effectiveness, efficiency, coherence, relevance and EU added value, as well as other criteria, elaborated in previous sections of this report.

8.1. Conclusions

8.1.1. Effectiveness

The evaluation results indicate that the high-level objectives of the Programme were generally achieved during the Programme period. However, the level of achievement was found to differ between the main Programme areas. In more detail, the evaluation results are that:

- The Programme objectives were largely achieved in the area of product safety. Activities such as RAPEX and joint actions have improved information exchange and enforcement cooperation between Member States, reducing fragmentation in the single market. The activities of the Consumer Programme 2007-2013 built upon and consolidated the achievements of the previous Programme in this regard.
- The Programme objectives were also generally achieved in the area of enforcement. The Consumer Programme 2007-2013 was a formative period for the CPC Network, during which the Network saw considerable improvements in effectiveness with respect to the mutual assistance mechanism and the development of common approaches and standards, which contributed to reducing differences in enforcement across the EU. Sweeps and joint actions developed over this period into effective enforcement tools. The ECCs were also assessed to be relevant and useful for consumers. With respect to the development of consumer rights, however, limited activities on redress were undertaken during the first half of the Programme, with key elements such as online dispute resolution only being launched under the following Consumer Programme.
- In the area of consumer information, education, and support to consumer organisations, the Programme objectives were largely achieved with respect to improved information. The introduction of the Consumer Scoreboards during the Programme period was highlighted as a key step forward with respect to developing the evidence base for consumer policy. The Programme objectives were also largely achieved with respect to better representation of consumer interests, particularly through support to BEUC and ANEC, which made important and consistent contributions to representing consumer interests at the EU level. TRACE was also considered by ECCs and national consumer organisations to be a valuable activity, especially for its in-person networking element. Consumer information and education activities were however less effective in achieving the Programme objectives than other measures, with the education activities being discontinued and reworked in the following Consumer Programme as Consumer Classroom.

The selection of actions and related activities appears to have been appropriate in light of the objectives. While redress had been identified during the mid-term evaluation as a major gap, steps were taken to address this issue during the second half of the Consumer Programme 2007-2013 and in the following Consumer Programme. No other gaps were identified in the present evaluation, and stakeholders interviewed in

all Member States and at EU level were largely positive with respect to the Programme's effectiveness.

Overall, the evidence regarding the wider effects of the Programme is limited. However, it is notable that during the evaluation period consumer trust in product safety slightly increased, according to EU surveys, in parallel to the efforts in enforcing product safety in recent years, both at the national and EU level. **Consumers' trust** that public authorities protect their rights and that retailers generally respect consumer rights also slightly increased during this period. All three trust indicators continued to increase considerably after the end of the Consumer Programme 2007-2013 during the first half of the Consumer Programme 2014-2020, which largely continued the activities carried out under the Consumer Programme 2007-2013.¹⁵⁷

Factors that had limited Programme achievements were identified to be mostly external in nature, i.e. not relating directly to the implementation of the Programme. These are limited staff and financial resources for market surveillance and consumer protection authorities, as well as for consumer information and education at the Member State level; in the area of capacity building of consumer organisations they include resource constraints of the national organisations which participated in these activities. Other factors included the rapid innovation of products and services, as well as new distribution channels that make effective consumer protection more challenging.

8.1.2. Efficiency and Programme resources

This evaluation concludes that for most activities funded under the Consumer Programme 2007-2013 the costs appear to have been proportionate to the benefits achieved, except in the case of the consumer education tools, which were discontinued and reworked for the subsequent Programme.

The allocation of funds among the Programme areas and the related objectives can be considered appropriate, a view which is also shared by most stakeholders. Redress had been identified in the mid-term evaluation as a key area where tools were still missing; however, steps were taken to address this deficit in the second half of the Consumer Programme 2007-2013 and in the Consumer Programme 2014-2020. For most activities, the costs borne by the interviewed organisations had been affordable given the benefits they received through the Programme.

8.1.3. Relevance

The Consumer Programme 2007-2013 has generally addressed the problems and needs that were identified at the start of the Programme. The Consumer Programme 2007-2013 was relevant to the needs of consumers in general and to the needs of its direct beneficiaries. However, activities specifically targeted at vulnerable consumer groups were found to be limited and mostly directed towards children (through DOLCETA and the Europa Diary), with few activities targeting other vulnerable groups.

The identified problems and needs continued to be generally relevant at the end of the Consumer Programme 2007-2013, especially with respect to continuing needs such as market surveillance and enforcement, which require consistent effort. Most actions were therefore continued in the following Consumer Programme 2014-2020, with some refinements and adaptations.

¹⁵⁷ Trust data refers to the Commission's regular surveys on consumers' attitudes towards cross-border trade and consumer protection.

8.1.4. Coherence and other evaluation criteria

The aim and operational objectives of the Consumer Programme corresponded to the priorities of the Consumer Policy Strategy 2007-2013. The Consumer Programme was also generally coherent with EU consumer policy as well as other consumer-relevant EU policy areas, and the Consumer Programme 2007-2013 made progress over the last Programme with respect to the integration of consumer interests in other EU policy areas. This is demonstrated at a practical level through activities such as consumer behavioural studies, policy studies, consumer scoreboards and market studies, which have been funded under the Consumer Programme and built the evidence base on consumer conditions that is necessary for ensuring that EU sectoral policies meet the needs of consumers. However, integration with key Europe 2020 initiatives such as the Digital Agenda only reached the beginning stages during the Programme period.

Activities under the Consumer Programme generated considerable EU added value, as is largely recognised by stakeholders, the vast majority of whom considered that the same results would not have been achieved in their countries without the EU interventions through the Programme. Activities funded under the Programme have also been generally complementary to national measures.

The actions of the Consumer Programme 2007-2013 provided a basis for similar activities in the future, and most of the actions were continued in the Consumer Programme 2014-2020. While the positive effects from successful activities under the Consumer Programme 2007-2013, such as enhanced market surveillance, better representation of consumer interests at EU level, better evidence base, enhanced consumer confidence, and improved enforcement can be expected to last for some time after the end of the Programme, it can hardly be expected that the activities carried out within the framework of the Consumer Programme would have been readily taken over by Member States or by market actors in the absence of continuous Union commitment and support for these activities.

8.2. Recommendations

8.2.1. Extent to which the recommendations of the mid-term evaluation were taken into account

Most recommendations of the mid-term evaluation regarding a continuation of Programme activities were implemented in the following Consumer Programme 2014-2020, including, for example, recommendations to continue developing the evidence base (and to increase the focus on consumer behaviour), to continue funding the capacity-building of national consumer organisations, and to continue support to RAPEX, to the ECC-Net, to BEUC, etc.

In a number of cases, changes were made in the second half of the Consumer Programme 2007-2013 and to the subsequent Consumer Programme in response to the recommendations of the mid-term evaluation. Notably, these included:

- Particular recommendations to address emerging challenges in other consumer-relevant EU policy areas (where studies were conducted in 2011-2013 and under the following Consumer Programme);
- Improving aspects of the actions that had been highlighted as the least cost-efficient, in particular the EU consumer education resources (which were discontinued and reworked in the next Consumer Programme); and
- Continuing work in the area of redress (work on the ODR platform began in the second half of the Consumer Programme 2007-2013).

Finally, some recommendations made by the mid-term evaluation remain valid. These are:

- The need to pursue further cooperation with international partners, not only in the area of product safety but also in the area of services safety;
- Exploring additional approaches to making enforcement more efficient, e.g. through a greater role of the Commission in following up and coordinating the actions of the CPC Network (such as joint actions); and
- Improving reporting on the effectiveness of specific actions, such as a brief annual report on progress and on the different integration activities.

8.2.2. Recommendations of the ex-post evaluation

Due to the long period of time that has elapsed between the end of the Consumer Programme 2007-2013 and the present ex-post evaluation, the lessons learned from the implementation of the Consumer Programme 2007-2013 have for the most part already been incorporated into the design of the new Consumer Programme 2014-2020 on the basis of the mid-term evaluation results, as discussed directly above.¹⁵⁸

Given the large degree of continuity between the Consumer Programme 2007-2013 and the Consumer Programme 2014-2020, and the fact that most of the same activities have been continued in the current Consumer Programme with alterations and refinements based on the mid-term recommendations, the key recommendations regarding lessons learned for a possible future Consumer Programme can be found in the mid-term evaluation of the Consumer Programme 2014-2020 in Part 1 of this report. Specific recommendations that are based on the results of this ex-post evaluation are summarised below.

With respect to the evaluation criteria of *effectiveness*:

- Maintain and further improve activities which have already proven to be effective such as RAPEX, the CPC Network, and the ECC-Net, for example through improving the relevant IT platforms and facilitating the exchange of best practices through common training and workshops. This has already been taken on in the subsequent Consumer Programme 2014-2020.
- Continue developing the evidence base for consumer policy, including the Scoreboards, market studies, behavioural studies and other consumer policy studies, and in particular ensure that consistent and comparable long-term data series continue to be regularly collected through the Scoreboards. This is already being done within the framework of the current Consumer Programme.
- Undertake further activities to improve consumer access to redress. This is already being pursued through the introduction of the online dispute resolution platform in the Consumer Programme 2014-2020.
- Continue support to BEUC as well as continue support for capacity building for national consumer organisations, given the identification of a lack of resources and limited capacity among national consumer organisations as one of the key factors affecting the achievement of results. These activities have been continued in the current Consumer Programme, although further support is still recommended.¹⁵⁹

¹⁵⁸ European Commission, Impact assessment accompanying the document 'Proposal for a Regulation of the European Parliament and of the Council on a Consumer Programme 2014-2020', SEC(2011) 1320 final, p. 6

¹⁵⁹ See the recommendations in Part 1 for more detail.

- Rework the consumer education tools to ensure that these are appropriately complementing measures at the Member State level. Steps in this direction have been taken with the replacement of the Europa Diary and DOLCETA with the Consumer Classroom platform in the current Consumer Programme, although further review of the approach to consumer education has been recommended.¹⁶⁰
- Improve monitoring and reporting with respect to the activities carried out under the Consumer Programme, for example in the form of a consolidated annual progress report as already recommended in the mid-term evaluation. This recommendation of the mid-term evaluation remains valid.¹⁶¹

With respect to the evaluation criteria of *efficiency*:

- Pursue efficiency gains through the use of multi-year funding agreements, longer contracts, and by simplifying and streamlining administrative procedures (e.g. related to the application system for grants) and reporting requirements. Improvements in this respect have been introduced in the Consumer Programme 2014-2020.

With respect to *other evaluation criteria*:

- Explore how consumer vulnerability can be better addressed and better taken into account in the activities of the Consumer Programme. This recommendation remains valid for the Consumer Programme 2014-2020 as well.
- With respect to coherence: Further develop synergies between other consumer-relevant EU policy areas, such as the Digital Single Market. This is already being further pursued within the Consumer Programme 2014-2020, but could be reinforced in other areas.
- With respect to EU added value and sustainability: In light of the clear EU added value and ongoing nature of the needs addressed by the Programme, continue the Consumer Programme after the current Programme expires, building on the experiences of the Consumer Programmes 2007-2013 and 2014-2020, and the results of this evaluation.

¹⁶⁰ See the recommendations in Part 1 for more detail.

¹⁶¹ See the recommendations in Part 1 for more detail.

Annex I Fact sheets per action financed under the Consumer Programme 2007-2013

1. The collection, exchange, and analysis of data and information that provide an evidence base for the development of consumer policy and for the integration of consumer interests in other Community policies

I. Specific objective and eligible actions

Specific objective to which the actions are related	Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests
Eligible actions	<p>Defined in Annex I of the Decision: The collection, exchange, and analysis of data and information that provide an evidence base for the development of consumer policy and for the integration of consumer interests in other Community policies, including:</p> <ol style="list-style-type: none"> 1. Monitoring and assessment of market developments with an impact on the economic and other interests of consumers, including studies, price surveys, surveys of changes in the structure of markets, surveys of consumers and business, collection and analysis of consumer complaints, collection and analysis of data on cross-border business-to- consumer trade and markets 2. Development and maintenance of databases 3. Collection and analysis of statistical and other relevant evidence, the statistical element of which will be developed using as appropriate the Community Statistical Programme

II. Description of activities

<i>Behavioural studies (on consumer decision making)</i>	<p>Behavioural insights began to be formally applied in the European Commission in 2009, when the Consumer Rights Directive recognised the power of default options. The Commission proposed limiting the use of pre-checked boxes in consumer contracts (the kind that made consumers purchase travel insurance even if they did not want it) in order to save consumers money by default.¹ Also, in a landmark case against Microsoft, the Commission relied on behavioural insights to arrive at a solution which offered consumers a sensible choice of Internet browser. This solution proved effective and is still in place today, offering a limited, but expandable, choice of browsers upon the installation of Microsoft Windows. This was the first instance where a supply-side issue was tackled by acting on demand side, while letting the market find its own natural outcome.</p> <p>In 2010, DG Health and Consumers (SANCO) conducted a pilot study entitled Consumer Decision-making in Retail Investment Services. Through a series of laboratory experiments, the study observed how consumers reacted when faced with a choice between different investment products. It found that people struggled to make optimal investment choices even in the most simplified of environments. It also showed that subjects were prone to biases and framing effects (i.e. the way in which choices were presented). One of the conclusions of this work was that simplifying and standardising product information would significantly improve investment decisions.</p> <p>Encouraged by the success of this study, and responding to expressions of interest from across the Commission, in 2012 DG SANCO set up the Framework Contract for the Provision of Behavioural Studies, open to all Commission services. Its purpose is to facilitate the running of behavioural studies in support of EU policymaking. However, given the interest raised across Commission services and the number of studies expected to be</p>
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launched in the first years, DG SANCO requested assistance from the Joint Research Centre to provide scientific support. This collaboration started in 2012 and will continue for the foreseeable future, covering a wide range of policy areas, from CO2 labelling in cars to package travel regulation.^{r)}

Consumer market studies Through the Consumer Markets Scoreboard described below, the Commission monitored the functioning of the most important goods and services markets in the EU. Based on these results, the Commission identified markets that did not function well for consumers and which required further in-depth research. Consumer market studies explored various areas and issues that have impact on functioning of the market for consumers, such as choice, quality, safety, health, sustainability, prices and information, as well as consumer understanding, behaviour and decision making. These findings were then used as a basis to improve or change existing policies.^{b)}

Consumer scoreboards and surveys The **Consumer Scoreboards** monitor how the single market is performing for EU consumers and signal potential problems. Published since 2008, they aim to ensure better monitoring of consumer outcomes and provide evidence to inform policy.

Scoreboard findings are used by national policymakers and stakeholders to assess the impact of their activities over time and benchmark the situation against other Member States. Scoreboards also serve as a key reference for evaluations and impact assessments for policy development and orientations, including in the context of the European Semester.

There are two types of Scoreboards, published in alternate years: the Consumer Conditions Scoreboard and the Consumer Markets Scoreboard. Note that between 2010 and 2012 they were published every half year – in spring the Consumer Conditions Scoreboard, in autumn the Consumer Markets Scoreboard.

The main data sources for the Scoreboards are the following EU-wide surveys:

- ▶ Market Monitoring Survey, which feeds into the Consumer Markets Scoreboard
- ▶ Consumer and retailer surveys, which feed into the Consumer Conditions Scoreboard^{e)}

Detailed data from the Consumer Scoreboards are disseminated through a user-friendly database (extractions can be saved in spreadsheet format).^{f)}

The **Consumer Conditions Scoreboard** monitors national conditions for consumers in 3 dimensions (knowledge and trust, compliance and enforcement, complaints and dispute resolution) and examines progress in the integration of the EU retail market based on the level of business-to-consumer cross-border transactions and the development of e-commerce.^{e)}

The Scoreboard mainly draws from two regular surveys of consumers and retailers. It combines, where relevant, the two perspectives since they are likely to cross-validate and complement one another. This helps to increase the reliability of the measurements. The surveys' results are complemented by data from other sources such as the results of compliance checks coordinated by the Commission or complaints received by the European Consumer Centres.

Scoreboard findings are of interest to consumer and business stakeholders and to policymakers, at both EU and national level. Scoreboard data is unique in that it can be used to compare consumer conditions across countries and across time. It informs a broad range of EU and national policies, with immediate relevance for consumer and single market policies (in particular the Digital Single Market). Moreover, Scoreboard indicators are correlated with key social, economic and governance indicators monitored by international organisations. This highlights the relevance of the consumer

perspective across policy areas.^{c)}

The **Consumer Markets Scoreboard** surveys consumers with recent purchasing experiences to track the performance of over 40 consumer markets on key indicators such as trust that seller respect consumer protection rules, comparability of offers, the choice available in the market, the extent to which consumer expectations are met, and detriment caused by problems that consumers encounter. Other relevant indicators are also monitored and analysed, such as switching and prices.^{e)}

The Standard **Eurobarometer** was established in 1974. Each survey consists of approximately 1000 face-to-face interviews per country. Reports are published twice yearly. Special Eurobarometer reports are based on in-depth thematic studies carried out for various services of the European Commission or other EU Institutions and integrated in the Standard Eurobarometer's polling waves. Flash Eurobarometers are ad hoc thematic telephone interviews conducted at the request of any service of the European Commission. Flash surveys enable the Commission to obtain results relatively quickly and to focus on specific target groups, as and when required. The qualitative studies investigate in-depth the motivations, feelings and reactions of selected social groups towards a given subject or concept, by listening to and analysing their way of expressing themselves in discussion groups or with non-directive interviewsⁱ⁾

European Consumer Complaints Registration System and related support measures

The consumer complaints database collects harmonised EU statistics on consumer complaints and inquiries. Unsatisfied customers can complain directly to national authorities or consumer organisations in each EU country. These organisations collect and analyse the complaints, which are then added to the database.^{k)}

Data is collected in fulfilment of the “Recommendation on the use of a harmonised methodology for classifying and reporting consumer complaints and enquires” adopted by the Commission in May 2010. As a non-binding instrument, the Recommendation relies on the voluntary cooperation by Member States and complaint-handling bodies. In view of improving the data quality, the Commission has been promoting and monitoring the implementation of the Recommendation. To enable the cooperation between the Commission and the complaint-handling bodies, the Commission has been offering support measures including technical, methodical and financial support.^{l)}

Other EU consumer policy studies

The financial allocation for the Programme also covered expenses pertaining to preparatory, monitoring, control, audit and evaluation activities which are required directly for the management of the Programme and the achievement of its objectives; in particular, studies, meetings, information and publication actions.^{a)}

Networking and events

The Financial Services User Group (FSUG) was set up by the Commission in order to involve users of financial services in policy-making. The group was established in 2010 with Decision 2010/C 199/02. FSUG's tasks include:

- ▶ to advise the Commission in the preparation and implementation of legislation or policy initiatives affecting the users of financial services
- ▶ to proactively identify key issues affecting users of financial services
- ▶ to advise and liaise with financial services user representatives and representative bodies at the EU and national level

FSUG has 20 members. They represent the interests of consumers, retail investors or micro-enterprises, and also include individual experts with expertise in financial services from the consumer perspective. The FSUG chair is elected from amongst the group members. The Commission (DG Financial Stability, Financial Services and Capital Markets Union and DG Justice and

Consumers) provide secretarial services for the group. ^{m)}

III. Amounts committed during programme period (in '000 Euro)									
	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total programme</u>
<i>Behavioural studies</i>	0	0	0	0	150	1 352	928	2 430	1.6%
<i>Consumer market studies</i>	0	495	845	1 216	1 577	1 563	2 103	7 799	5.2%
<i>Consumer score-boards and surveys</i>	2 144	1 209	3 606	2 982	2 904	3 209	1 490	17 543	11.8%
<i>European Consumer Complaints Registration System and related support measures</i>	0	163	17	100	67	50	50	446	0.3%
<i>Other EU consumer policy studies</i>	0	250	0	0	25	60	749	1 084	0.7%
<i>Other supporting activities</i>	509	274	234	672	28	46	130	1 893	1.3%
<i>Net-working and events</i>	0	0	0	0	110	110	90	310	0.2%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

<i>Behavioural studies</i>	<ul style="list-style-type: none"> ▶ Behavioural economics studies ▶ Behavioural study on tobacco labelling ▶ Behavioural study on multilateral interchange fees for credit cards ▶ JRC coordination of a scientific network of behavioural experts ▶ Behavioural Study on ECCs ▶ Bank Fees Transparency and Comparability, and Bank Mobility ▶ Behavioural study on energy labelling ▶ Administrative arrangement with JRC for the implementation of the project "Behavioural studies for European policies II"
<i>Consumer market studies</i>	<ul style="list-style-type: none"> ▶ Study on electronic goods industry

	<ul style="list-style-type: none"> ▶ Impact assessment on Package Travel ▶ Consumer detriment study on Package Travel ▶ Study on consumer protection in digital services ▶ Market monitoring studies ▶ Mystery Shopping Bank Account Switching ▶ Study of the current state of play in Member States regarding bank fees transparency ▶ Market study: internet service provision ▶ Market study on consumer credit ▶ Study on green claims ▶ Study on the coverage, functioning and Consumer use of comparison tools and third-party verification schemes for such tools ▶ Study to complement sweep on digital products
<i>Consumer scoreboards and surveys</i>	<ul style="list-style-type: none"> ▶ Consumer satisfaction study retail products ▶ Consumer satisfaction screening ▶ Eurobarometer - Consumers' views on the Internal Market ▶ Eurobarometer business attitudes ▶ Eurobarometer - Consumers' views on switching ▶ Eurobarometer: consumer attitudes towards cross-border trade and consumer protection ▶ Eurobarometer - Impact measurement of info campaigns in CY, MT, HU ▶ Core consumer Eurobarometer ▶ Eurobarometer on retailers ▶ Eurobarometer on consumers ▶ Survey of prices of recreational goods and electrical goods ▶ Market monitoring studies ▶ Database to support Consumer Markets Scoreboard ▶ Extension and revision of the statistical indicators, methodology and presentation of information that underpin the consumer condition and consumer markets scoreboards
<i>European Consumer Complaints Registration System and related support measures</i>	<ul style="list-style-type: none"> ▶ Feasibility study Consumer Complaints Database ▶ IT - European Consumer Complaints Registration System (ECCRS)
<i>Other EU consumer policy studies</i>	<ul style="list-style-type: none"> ▶ Study on conditions of the consumer movement in Central, Eastern and Southeastern Europe (CESEE) ▶ Study on consumer vulnerability across key markets in the EU ▶ Legal study on the CPC regulation ▶ Impact assessment on collective redress
<i>Other supporting activities</i>	<ul style="list-style-type: none"> ▶ Consumers in Europe - Facts and figures ▶ Focus Group on pre-contractual information requirements in financial services ▶ Remuneration of consumer organisations expertise in certain EU policy areas ▶ Advice - conflict of interest of bank employees & intermediaries ▶ Study: Technical advice on APR calculation ▶ IT for CORENET ▶ Factsheets ▶ APR contract

- ▶ IT - European Consumer Research
- ▶ Expert advice on consumer credit
- ▶ Statistical database linked to the OECD Stat Product
- ▶ Feasibility study on a database containing all Union and domestic food labelling
- ▶ Testing for the UCITS Key investor information
- ▶ Compendium database on the Consumer Acquis
- ▶ Hearing on collective redress
- ▶ Data collection, in particular on collective redress cost

Networking and events ▶ Financial Services Users Group (FSUG)

V. Outputs and results of activities

Behavioural studies Five behavioural studies on consumer decision making were carried out between 2011 and 2013 under the Consumer Programme 2007-2013 (see list above).

Consumer market studies Eleven consumer market studies were financed between 2008 and 2013 under the Consumer Programme 2007-2013 (see list above).

Consumer scoreboards and surveys Among others, surveys of consumer attitudes towards cross-border trade and consumer protection and business attitudes towards cross-border sales and consumer protection were carried out in 2011 and in 2012. These surveys fed into the Consumer Conditions Scoreboard that was published in 2012.^{d)}

European Consumer Complaints Registration System and related support measures ▶ The total number of complaints, main areas of complaints at EU level, and main reasons for complaints at EU level registered within the system from 2007-2013 are presented in the table below.¹⁾

<u>Year</u>	<u>Total number of complaints</u>	<u>Main area of complaints</u>	<u>Main reason for complaints</u>
2007	24 796	Consumer goods	Contracts and sales
2008	26 608	Leisure services	Unfair commercial practices
2009	26 909	Consumer goods	Quality of goods and services
2010	28 665	Consumer goods	Quality of goods and services
2011	65 686	Consumer goods	Unfair commercial practices
2012	153 293	Consumer goods	Other issues
2013	202 811	Consumer goods	Other issues

Other EU consumer policy studies Four other EU consumer policy studies have been carried out between 2008 and 2014 under the Consumer Programme 2007-2013 (see list above).

Networking and events The following table shows the number of meetings of the **Financial Services User Group** between 2011 and 2013, as well as the number of studies/papers released and opinions issued by the FSUG in response to requests from the Commission and consultations from the three European Supervisory Authorities (the European Securities and Markets Authority, the European Banking Authority, and the European Insurance and Occupational Pensions Authority).

	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>
<u>Number of meetings</u>	8	8	8	24

<u>Opinions issued</u>	21	13	9	43
<u>Studies/papers</u> ^{s)}	Not available	3	7	10

VI. Excerpts from previous assessments/evaluations

<i>Consumer scoreboards and surveys</i>	<i>Report on Consumer Policy January 2012-December 2013 (DG SANCO)</i>	► “In 2013, the Commission services initiated a methodological revision of its Consumer Scoreboards with the view to rationalizing resources, improving the quality of the Scoreboards and increasing their policy impact. The aim was to reduce the frequency of the Scoreboards as of 2013 and improve the conceptual framework, data sources and indicators used in both Scoreboard editions in order to better monitor enforcement and compliance in the Single Market.”
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No previous assessment/evaluation available for other activities

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Questions: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations?/To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=44, 63, 65, 62).

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
<i>Behavioural studies</i>	2.7	2.7	3.4	2.9	3.0	2.9
<i>Consumer market studies</i>	3.5	3.6	4.1	3.8	3.8	3.8
<i>Consumer scoreboards and surveys</i>	4.0*	4.0	3.9	3.7	3.8	3.8
<i>Other EU consumer policy studies</i>	3.0	3.6	3.6	3.3	3.8	3.5

*Note: * The base size for the average calculation is less than three.*

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	n) FSUG Annual Report 2011 o) FSUG Annual Report 2012 p) FSUG Annual Report 2013
<i>Studies/reports/EC documents</i>	c) Consumer Conditions Scoreboard 2017 Edition, European Commission j) <u>Report on Consumer Policy January 2012-December 2013 (DG SANCO)</u> q) Analysis of the Consumer Movement in Central, Eastern and South Eastern Europe (CESEE) (BEUC, 2012) r) Applying Behavioural Sciences to EU Policy-making (European Commission 2013)
<i>Other documents/websites</i>	b) http://ec.europa.eu/consumers/consumer_evidence/market_studies/index_en.htm (Accessed 2018-01-24) d) http://ec.europa.eu/transparency/regexpert/index.cfm?do=groupDetail.groupDetail&groupID=2387 (Accessed 2018-01-24)

e) http://ec.europa.eu/consumers/consumer_evidence/consumer_scoreboards/index_en.htm (Accessed 2018-01-24)

f)

http://ec.europa.eu/consumers/consumer_evidence/consumer_scoreboards/dissemination_database/index_en.htm (Accessed 2018-01-24)

g) Activity report 10th Meeting Consumer Markets Expert Group (CMEG), Thursday 6th September 2012 (see d) above

h) Activity report 12th Meeting Consumer Markets Expert Group (CMEG), Thursday 26th September 2013 (see d) above

i) <http://ec.europa.eu/commfrontoffice/publicopinion/index.cfm> (Accessed 2018-01-24)

k) https://ec.europa.eu/info/strategy/consumers/consumer-protection/evidence-based-consumer-policy/consumer-complaints-statistics_en (Accessed 2018-01-24)

l)

http://81.247.254.96/QvAJAXZfc/opendoc.htm?document=Harmonised_Consumer_Complaints.qvw&host=QVS%40vsrv1463&anonymous=true (Accessed 2018-01-24)

m) https://ec.europa.eu/info/business-economy-euro/banking-and-finance/financial-reforms-and-their-progress/regulatory-process-financial-services/expert-groups-comitology-and-other-committees/financial-services-user-group-fsug_en (Accessed 2018-01-24)

s) https://ec.europa.eu/info/business-economy-euro/banking-and-finance/financial-reforms-and-their-progress/regulatory-process-financial-services/expert-groups-comitology-and-other-committees/financial-services-user-group-fsug_en (Accessed 2018-03-21)

2. The collection, exchange, analysis of data and information, and development of assessment tools that provide an evidence base on the safety of consumer goods and services

I. Specific objective and eligible actions

Specific objective to which the actions are related Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: **Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests**

Eligible actions Defined in Annex I of the Decision: **The collection, exchange, analysis of data and information, and development of assessment tools that provide an evidence base on the safety of consumer goods and services**, including consumer exposure to chemicals released from products, risks and injuries in relation to specific consumer products and services, and technical analysis of alert notifications

II. Description of activities

Other EU consumer policy studies (e.g. evaluations) The financial allocation for the Programme also covered expenses pertaining to preparatory, monitoring, control, audit and evaluation activities which are required directly for the management of the Programme and the achievement of its objectives; in particular, studies, meetings, information and publication actions.^{a)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total prog-ramme</u>
<i>Other EU consumer policy studies</i>	0	0	0	0	0	307	538	845	0.6%
<i>Other supporting activities</i>	0	200	183	39	0	0	0	421	0.3%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

Other EU consumer policy studies

- ▶ Evidence base in support of green paper on the safety of certain consumer services
- ▶ Study: design and validation of graphical symbols conveying certain safety or warning messages to be used for child-care articles
- ▶ Study on emissions from alcohol-powered flueless fireplaces
- ▶ Study on the further development of the test protocol for the base slip of leaning ladders

Other supporting

- ▶ Data collection and recommendations for hotel safety

<i>activities</i>	<ul style="list-style-type: none"> ► Identification and risk assessment of flame retardants used in consumer products for domestic environment ► Risk assessment and draft safety requirements for child care articles
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V. Outputs and results of activities

<i>Other EU consumer policy studies</i>	► Three EU consumer policy studies were carried out between 2012 and 2013 under the Consumer Programme 2007-2013 (see list above).
<i>Other supporting activities</i>	► The Commission sponsored a study on flame retardants . The aim was to identify flame retardants in consumer products used in the domestic environment, to assess human exposure to flame retardants and to draft tentative risk assessments ^{b)}

VI. Excerpts from previous assessments/evaluations

No previous assessment/evaluation available for other activities

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Question: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=62)

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
<i>Other EU consumer policy studies</i>	3.0	3.6	3.6	3.3	3.8	3.5

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	b) Keeping European Consumers Safe – 2010 Annual Report (European Commission)
<i>Studies/reports/EC documents</i>	-
<i>Other documents/websites</i>	-

3. Support for scientific advice and risk evaluation

I. Specific objective and eligible actions

Specific objective to which the actions are related	Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers’ interests
Eligible actions	Defined in Annex I of the Decision: Support for scientific advice and risk evaluation , including the tasks of the independent scientific committees established by Commission Decision 2004/210/EC of 3 March 2004 setting up Scientific Committees in the field of consumer safety, public health and the environment

II. Description of activities

<i>Non-food scientific committees</i>	<p>When preparing policy and proposals related to consumer safety, health and the environment, the Commission relies on independent scientific committees to provide it with sound scientific advice and draw its attention to new and emerging problems. The work of the Scientific Committees also feeds into the work of other Union risk assessment bodies such as the European Food Safety Authority (EFSA); the European Medicines Agency (EMA); the European Centre for Disease Prevention and Control (ECDC); and the European Chemicals Agency (ECHA).^{b)}</p> <p>There were three scientific committees active from 2007-2013, established by Commission Decision 2008/721/EC and managed by DG Health and Consumers^{f)}</p> <ul style="list-style-type: none"> ▶ Scientific Committee on Consumer Safety (SCCS) ▶ Scientific Committee on Health and Environmental Risks (SCHER) ▶ Scientific Committee on Emerging and Newly Identified Health Risks (SCENIHR) <p>Additionally, the Inter-Committee Coordination Group (ICCG) was made up of the Chairs and Vice-Chairs of the three Committees. The role of the Inter-Committee Group was to assist the Commission on matters relating to the coordination of the three scientific committees, including matters relating to the harmonisation of risk assessment. In addition, it dealt with questions which were common to more than one Committee, diverging scientific opinions and exchange of information on the activities of the Committees.^{c)}</p> <p>The mandate of the SCCS covered questions on health and safety risks (chemical, biological, mechanical and other physical risks) of non-food consumer products (e.g. cosmetic products and their ingredients, toys, textiles, clothing, personal care and household products) and services (e.g. tattooing, artificial sun tanning).^{e)}</p> <p>The mandate of the SCHER covered questions related to pollutants in the environmental media and other biological and physical factors or changing physical conditions which may have a negative impact on health and the environment (e.g. in relation to air quality, waters, waste and soils). It also provided opinions on life cycle environmental assessment. It also addressed health and safety issues related to the toxicity and eco-toxicity of biocides.^{g)}</p> <p>The mandate of the SCENIHR covered questions concerning emerging or newly identified risks and on broad, complex or multidisciplinary issues requiring a comprehensive assessment of risks to consumer safety or public health and related issues not covered by other Community risk assessment bodies. Examples of potential areas of activity include potential risks</p>
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associated with interaction of risk factors, synergic effects, cumulative effects and antimicrobial resistance.^{h)}

The SCCS, the SCHER and the SCENIHR each consisted of a maximum of 17 members. Members were appointed for a term of three years. The members of each Scientific Committee were to be experts in one or more of the fields of competence of that Committee and collectively covered the widest possible range of disciplines.^{d)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total prog-ramme</u>
<i>Non-food scientific committees</i>	329	329	260	330	380	330	330	2 287	1.5%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

- Non-food scientific committees*
- ▶ Non-food scientific committees
 - ▶ Special indemnities to experts of non-food scientific committees

V. Outputs and results of activities

Non-food scientific committees The table below shows the **number of plenary and working group meetings** held by the scientific committees from 2007-2013.

	<u>2007ⁱ⁾</u>	<u>2008^{j)}</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>
SCENIHR meetings ^{h)}	49	52	28	38	27	39	55
SCCS meetings ^{e)}	41	33	38	44	50	41	38
SCHER meetings ^{g)}	34	38	26	25	13	5	10

During the April 2009-March 2013 period, the **SCENIHR** adopted 14 opinions in the following areas:

- ▶ Biological risks (2)
- ▶ Medical devices (3)
- ▶ Nanotechnologies (1)
- ▶ Physical risks (3)
- ▶ Public health (1)
- ▶ Others (4)

During the April 2009-March 2013 period, the **SCCS** adopted 127 opinions in the following areas:

- ▶ Fragrances (4)
- ▶ Hair dyes (78)

- ▶ Consumer products (1)
- ▶ Preservatives (14)
- ▶ UV filters (6)
- ▶ Other substances (19)
- ▶ Others (5)

Finally, during the April 2009-March 2013 period, the **SCHER** adopted 49 opinions in the following areas:

- ▶ Risk assessment (7)
- ▶ Specific environmental issues (4)
- ▶ Toys (6)
- ▶ Water quality (27)
- ▶ Others (5)

VI. Excerpts from previous assessments/evaluations

<i>Non-food scientific committees</i>	Intermediate evaluation of Directorate-General Health and Consumer Protection non-food scientific committees (RAND Europe, 2006) j)	<ul style="list-style-type: none"> ▶ “The collaboration and cooperation between the Committee Members, the Committee Secretariats and the Commission Services appears to be working well.” ▶ “Currently, the relevant conditions are met for the Scientific Committees to function effectively within the Commission’s overall system: Committee Members possess the necessary knowledge, expertise and reputation, and apply these independently under the rules, terms and conditions set by the Commission. However, there are some concerns about the future sustainability of the supply of scientific Members to fulfil the Committees’ tasks. This may lead to the current arrangements being unable to provide the necessary scientific advice adequately in the future.” ▶ “The resources needed to enable the Scientific Committees to improve on their current performance may not be affordable or available. Increased time (and financial) resources might expand the capacity of the Committees and potentially thereby improve the quality of the protection from avoidable harm provided to Europe’s citizens. In particular, some interviewees stated that pressure of time and/or resources may reduce the scope of literature searches and affect the ability to identify gaps in data submissions.”
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VII. Key sources

<i>Legislation</i>	<p>a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)</p> <p>d) 2008/721/EC: Commission Decision of 5 August 2008 setting up an advisory structure of Scientific Committees and experts in the field of consumer safety, public health and the environment and repealing Decision 2004/210/EC</p>
<i>Annual reports</i>	-
<i>Studies/reports/EC documents</i>	<p>f) Rules of Procedure of the Scientific Committees on Consumer Safety, Health and Environmental Risks, and Emerging and Newly Identified Health Risks</p> <p>i) Final Report on the Scientific Committees 2004-2009 (European Commission)</p> <p>j) <u>Intermediate evaluation of Directorate-General Health and Consumer Protection non-food scientific committees (RAND Europe, 2006)</u></p>
<i>Other documents/websites</i>	<p>b) https://ec.europa.eu/health/scientific_committees/about_en (Accessed 2018-02-14)</p> <p>c) https://ec.europa.eu/health/scientific_committees/inter_committee/iccg_09-13_en (Accessed 2018-02-14)</p> <p>e) https://ec.europa.eu/health/scientific_committees/consumer_safety/scs_09-13_en</p>

(Accessed 2018-02-14)

g) https://ec.europa.eu/health/scientific_committees/environmental_risks/scher_09-13_en
(Accessed 2018-02-14)

h) https://ec.europa.eu/health/scientific_committees/emerging/scenihr_09-13_en (Accessed
2018-02-14)

4. Preparation of legislative and other regulatory initiatives and promotion of co-regulatory and self-regulatory initiatives

I. Specific objective and eligible actions

Specific objective to which the actions are related	Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests
Eligible actions	Defined in Annex I of the Decision: Preparation of legislative and other regulatory initiatives and promotion of co-regulatory and self-regulatory initiatives , including: <ol style="list-style-type: none"> 1. Legal and technical expertise, including studies, in relation to regulation and its impact 2. Legal and technical expertise, including studies, in relation to policy development on the safety of products and services and the economic and legal interests of consumers 3. Legal and technical expertise, including studies, in relation to assessment of the need for product safety standards and the drafting of standardisation mandates for products and services 4. Seminars, conferences, workshops and meetings of stakeholders and experts

II. Description of activities

<i>Behavioural studies (on consumer decision-making)</i>	A description of behavioural studies on consumer decision-making undertaken by the Commission can be found in the fact sheet for Action 1 under the Consumer Programme 2007-2013.
<i>Consumer market studies</i>	A description of consumer market studies undertaken by the Commission can be found in the fact sheet for Action 1 under the Consumer Programme 2007-2013.
<i>Other EU consumer policy studies (e.g. evaluations)</i>	The financial allocation for the Programme also covered expenses pertaining to preparatory, monitoring, control, audit and evaluation activities which are required directly for the management of the Programme and the achievement of its objectives; in particular, studies, meetings, information and publication actions ^{a)}
<i>Networking and events</i>	Support is provided for events concerning consumer policy of the Union which are organised by the Member State holding the Presidency of Council configurations on issues in line with established Union policy priorities ^{d)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total programme</u>
<i>Behavioural studies</i>	0	0	139	0	0	0	0	139	0.1%
<i>Consumer market studies</i>	0	0	0	0	0	742	0	742	0.5%
<i>Other EU consumer policy studies</i>	1290	200	0	189	0	240	405	2324	1.6%
<i>Net-working and events</i>	88	100	50	199	50	0	65	552	0.4%
<i>Other supporting activities</i>	300	21	0	0	0	0	0	321	0.2%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

<i>Behavioural studies</i>	<ul style="list-style-type: none"> ▶ Study on consumer behaviour in relation to sales remedies
<i>Consumer market studies</i>	<ul style="list-style-type: none"> ▶ Legal study on consumer credit ▶ European mapping of consumer and family over-indebtedness
<i>Other EU consumer policy studies</i>	<ul style="list-style-type: none"> ▶ Study on enforcement authorities' powers and national procedural rules in the application of Regulation 2006/2004/EC on Consumer Protection Cooperation ▶ Support study for the impact assessment of the review of the CPC regulation ▶ Study on collective actions ▶ Impact Assessment for the Horizontal Instrument ▶ Establishment of benchmarks on the economic impact of the consumer credit directive ▶ Problem definition in view of an impact assessment on collective redress ▶ ADR - COM Recommendations Application Study ▶ Ex-post evaluation financial program 2004-2006, interim evaluation of the consumer strategy 2007-2013 and interim evaluation of the consumer financial programme ▶ Quantification of economic impacts of EU action to improve fee transparency, comparability and mobility in the internal market for bank personal current accounts
<i>Other supporting activities</i>	<ul style="list-style-type: none"> ▶ Preparing the monitoring of the impact of SEPA payment tools on consumers ▶ Calculation of the APR examples on the CCD

- Networking and events*
- ▶ EU presidency events
 - ▶ Workshops/meetings and collecting views of stakeholders and experts for the GPSD review
 - ▶ Workshop Leuven University collective redress

V. Outputs and results of activities

- Behavioural studies*
- ▶ One behavioural study was undertaken by the Commission in 2009 under the Consumer Programme 2007-2013 (see list above).
- Consumer market studies*
- ▶ Two consumer market studies were undertaken by the Commission in 2012 under the Consumer Programme 2007-2013 (see list above).
- Other EU consumer policy studies*
- ▶ Seven other consumer policy studies were undertaken by the Commission between 2007 and 2013 under the Consumer Programme 2007-2013 (see list above).
- Networking and events*
- Various **consumer events** were carried out during the Programme period by the Member States holding the **Presidency of the Council**, including:
- ▶ Portugal: “Conference on Collective Redress for European consumers”, November 2007
 - ▶ France: Launch of Master’s degree in Consumer Affairs at University Haute Alsace, November 2008
 - ▶ Spain: “European Competition Day”, May 2010
 - ▶ Poland: “European Consumer and Competition Day”, November 2011
 - ▶ Denmark: “European Consumer and Competition Day”, March 2012
 - ▶ Ireland: “European Consumer and Competition Day”, May 2013

VI. Excerpts from previous assessments/evaluations

No previous assessment/evaluation available for other activities

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Questions: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations?/To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=44, 63, 62)

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
<i>Behavioural studies (on consumer decision-making)</i>	2.7	2.7	3.4	2.9	3.0	2.9
<i>Consumer market studies</i>	3.5	3.6	4.1	3.8	3.8	3.8
<i>Other EU consumer policy studies</i>	3.0	3.6	3.6	3.3	3.8	3.5

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013) d) European Commission, Annex to the Commission implementing decision on the adoption of a work programme for 2017 and on the financing of the Consumer Programme
<i>Annual reports</i>	-
<i>Studies/reports/ EC documents</i>	b) <u>Report on Consumer Policy January 2012-December 2013 (DG SANCO)</u> e) Over-indebtedness of European households: updated mapping of the situation, nature and causes, effects and initiatives for alleviating its impact (Civic Consulting 2013) g) Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the functioning of Regulation (EC) No 2006/2004 of the European Parliament and of the Council of 27 October 2004 on cooperation between national authorities responsible for the enforcement of consumer protection laws (2014) h) Support study for the impact assessment on the review of the CPC Regulation 2006/2004/EC (CPEC, 2015) i) Consumer Policy: Ex-post and Mid-term Evaluations Final Report
<i>Other documents/ websites</i>	c) http://ec.europa.eu/consumers/consumer_evidence/market_studies/index_en.htm (Accessed 2018-01-24) f) Activity report 12th Meeting Consumer Markets Expert Group (CMEG), Thursday 26th September 2013

5. Financial contributions to the functioning of European consumer organisations

I. Specific objective and eligible actions

Specific objective to which the actions are related Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: **Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests**

Eligible actions Defined in Annex I of the Decision: **Financial contributions to the functioning of European consumer organisations**

II. Description of activities

Support to EU-level consumer organisations BEUC (Bureau Européen des Unions de Consommateurs) is an international non-profit making association based in Brussels and established by consumer organisations in EU countries and other European countries.

The objective of the organisation, as stated in its statutes is 'to bring together consumer organisations of the European Union and other European countries in order to promote, defend and represent the interests of European consumers in the elaboration and implementation of European Union policies with the European Union institutions and with other bodies.

To this end, the Association shall, in particular:

- ▶ seek by all legitimate means at its disposal to influence the evolution of European Union policies in the interest of consumers;
- ▶ keep up-to-date documentation and carry out the necessary research;
- ▶ keep its member organisations regularly informed of developments in European Union policy which affect consumers;
- ▶ promote initiatives corresponding to its objectives to be undertaken by the member organisations in their respective countries;
- ▶ encourage co-operation among member organisations;
- ▶ take all other useful initiatives as may further its objectives.^{b)}

As of 2013, BEUC's members included 33 independent national consumer organisations from 31 European countries (EU, EEA and applicant countries).^{g)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total programme</u>
<i>Support to EU-level consumer org. (BEUC)</i>	1340	1465	1300	1367	1350	1350	1350	9521	6.4%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

Support to EU-level consumer organisations ► Financial contributions to the functioning of Union-level consumer organisations representing consumer interests – BEUC (Operating grants)

V. Outputs and results of activities

Support to EU-level consumer organisations The table below presents a selection of indicators from **BEUC's** annual activity reports from 2009 to 2013. Note that data on these indicators from 2007-2008 was not available.

<i>Indicator</i>	<i>2009^{c)}</i>	<i>2010^{d)}</i>	<i>2011^{e)}</i>	<i>2012^{f)}</i>	<i>2013^{g)}</i>
Position papers	106	83	117	100	62
Press releases	42	30	43	36	28
Circulars	651	567	645	561	318
Letters	194	121	213	329	200
Brochures & publications	24	14	23	15	19
Media interviews	76	94	81	87	108
Quotes in the media	506	595	821	1 075	1 166
Participation in events	289	298	632	237	261

BEUC reports that it has achieved several important objectives defined in its work programme. These achievements can be summarised as follows:

- Exchange of views on priorities in the consumer protection area, including with retail investors' representatives (EUROFINUSE) at the European Banking Authority;
- Legislation in the making having BEUC's demands taken into account in European Parliament proposals and resolutions, e.g. a proposal amending Regulation 261/04 concerning air passenger rights and the report of the European Parliament's lead Committee on the Data Protection Regulation^{g)}

VI. Excerpts from previous assessments/evaluations

Support to EU-level consumer organisations Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (BEUC) (Van Dijk Management Consultants, 2013)

- "BEUC made a significant contribution in 2008-12 to EU policy-making and representing consumer interests in contacts with EU institutions, in particular the European Commission and the European Parliament. There is room to improve BEUC's performance monitoring system, which is predominantly output-based (with no indicators of results or impacts). The prioritisation approach taken in the period under review resulted in BEUC's activities being more focused and thus more effective, but this strategy should be developed further."
- "As well as analysing the consumer movement in CESEE countries, BEUC started activities aimed at strengthening CESEE consumer organisations; the impact can be expected to become apparent only in the longer term."
- "Based on the available information, BEUC is a reasonably efficient and well-functioning organisation. Diversification of BEUC's funding mechanism has led to positive outcomes, but most of this is from a single source. There is room for

improvement in terms of transparency as to how the grant (as distinct from funding from other sources) is actually used. BEUC's internal accounting system improved as compared with the previous evaluation period, but it should shift further towards a 'headlines-based' approach."

- ▶ "When cooperating in common areas of intervention, BEUC and ANEC devote special attention to coordinating their activities as closely as possible in line with their specificities so as to avoid duplication of resources."
- ▶ "The European added value of EU financial support for BEUC lies in its dialogue with businesses on the functioning of the Single Market; its effectiveness in defending consumer rights; the coordination of action at EU level; and the economies of scale due to this coordination."
- ▶ "Without EU financial support, BEUC's resources and cost-effectiveness would probably have diminished significantly, with direct consequences for the scale and quality of outputs and impacts."

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Question: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=45). Note that these are cross-cutting assessments and do not apply specifically to the activities listed in this fact sheet: BEUC and ANEC also were not differentiated in the assessment.

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
Support to EU-level consumer organisations	3.0*	4.5	4.1	3.4	4.0*	4.2

*Note: * The base size for the average calculation is less than three.*

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	BEUC annual activity report for 2007 BEUC annual activity report for 2008 c) BEUC annual activity report for 2009 d) BEUC annual activity report for 2010 e) BEUC annual activity report for 2011 f) BEUC annual activity report for 2012 g) <u>BEUC annual activity report for 2013</u>
<i>Studies/reports/EC documents</i>	b) <u>Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (BEUC) (Van Dijk Management Consultants, 2013)</u>
<i>Other documents/websites</i>	http://www.beuc.eu/ (Accessed 2018-02-14)

6. Financial contributions to the functioning of European consumer organisations representing consumer interests in the development of standards for products and services at Community level

I. Specific objective and eligible actions

Specific objective to which the actions are related Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: **Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests**

Eligible actions Defined in Annex I of the Decision: **Financial contributions to the functioning of European consumer organisations representing consumer interests in the development of standards for products and services at Community level**

II. Description of activities

Support to EU-level consumer organisations **ANEC** (European Association for the Co-ordination of Consumer Representation in Standardisation) is an international not-profit making association based in Brussels.

The objective of the organisation, as stated in its statutes is "essentially scientific, namely to promote, defend and represent the interests of consumers with regard to the work of the European Standards Organisations and any other similar type of organisation involved with standards that affect directly or indirectly consumers".

In the Framework Partnership Agreement 2010-2014, ANEC identified three main areas of intervention for carrying out its mission:

- ▶ In the development or revision of European legislation and public policies related to the activities falling under the ANEC scope;
- ▶ Within the political and technical bodies of the European standards organisations recognised by the European Council through Directive 98/34 (i.e. CEN, CENELEC and ETSI) as well as in other standards development organisations whose standards may have significant impact on consumers (e.g. the World Wide Web Consortium; the International Organisation for Standardisation (ISO));
- ▶ In the use of standards and, in particular, the use of conformity assessment schemes (such as third-party certification) for products and services.^{b)}

Financial contributions were made to ANEC following an annual call for proposals for the years 2007-2010. In 2010, a framework partnership agreement was signed for the years 2011-2014. The amount of the grant was approximately EUR 1.3 million per year per organisation (i.e. BEUC and ANEC) and could be used to co-finance up to 95% of the expenditures involved in carrying out eligible ANEC activities.^{b)} Note that financing of ANEC was shifted to DG GROW as of 2014.

III. Amounts committed during programme period (in '000 Euro)

<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total prog-ramme</u>

Support to EU-level consumer organisations (ANEC)	1 300	1 300	1 325	1 300	1 300	1 354	0	7 880	5.3%
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IV. Specific activities funded during programme period (title of projects according to EC budget data)

Support to EU-level consumer organisations	► Financial contributions to the functioning of Union-level consumer organisations in standardisation – ANEC (Operating grants)
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V. Outputs and results of activities

Support to EU-level consumer organisations	The table below presents a selection of indicators for ANEC from 2007 to 2013.
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<i>Indicator</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>
Position papers ^{c)}	26	46	40	44	29	43	38
Press releases	Not available	Not available	20 ^{d)}	Not available	27 ^{f)}	17 ^{g)}	16 ^{h)}
Newsletters	Not available	Not available	4 ^{d)}	4 ^{e)}	8 ^{f)}	9 ^{g)}	10 ^{h)}

A key element in what ANEC does is the use of technical studies to help underpin and drive its work in standardisation. The Technical studies commissioned by ANEC support the work of ANEC and assist in developing European consumer positions in the fields of European and international standardisation, including the legal background. The technical studies published by ANEC from 2007-2013 are listed in the table below: ⁱ⁾

<i>Year</i>	<i>Technical studies</i>
2007	<ul style="list-style-type: none"> ► Web Accessibility in context: an investigation into standardisation issues ► Accident study of the Performance of Restraints Used by Children Aged Three Years and Under ► Benchmarking and additional environmental information in the context of Type III Environmental Declarations ► Dimensions and design of swimming pool fences and balcony and stair barriers to protect children from falling and from passing through, below or above ► Final report on "Consumer requirements for RFID standardisation"
2008	<ul style="list-style-type: none"> ► Joint ANEC, BEUC, Defra, EST, NCC research on consumer perceptions of the EU Energy Label layout ► Research project on exclusion clause ► Research project on Environmental product indicators and benchmarks in the context of environmental labels and declarations
2009	<ul style="list-style-type: none"> ► Research project on exclusion clause

	<ul style="list-style-type: none"> ▶ Research project on surface temperature limits of household appliances ▶ Raising the barrier for child safety ▶ Pointing the way to more legible signs ▶ Simpler rules for global toy safety?
2010	<ul style="list-style-type: none"> ▶ Requirements for acoustics in European toy safety standards ▶ Environmental and health related criteria for buildings
2011	<ul style="list-style-type: none"> ▶ Requirements for finger entrapment in European safety standards
2012	<ul style="list-style-type: none"> ▶ Requirements on Lighting (Light Intensity) and Reflectors of Bicycles
2013	<ul style="list-style-type: none"> ▶ Models of special accommodation for older people across Europe ▶ European cross-border travel and tourism - Learning from consumer experiences and complaints

Other selected achievements of ANEC in 2013 include:

- ▶ With EuroSafe, ANEC co-led a coalition of European associations calling for the creation of an EU-funded pan-European database of accidents and injuries
- ▶ An analysis together with Orgalime of the draft MSR against their common position paper of 2009 which called for a pan-European framework for market surveillance and enforcement activities

Participation in the revision of the standard for Electronically Power-Assisted Cycles and submission of comments on prEN 15194 'Cycles — electrically power assisted cycles — EPAC Bicycles' ^{h)}

VI. Excerpts from previous assessments/evaluations

<i>Support to EU-level consumer organisations</i>	Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (ANEC) (Van Dijk Management Consultants, 2013)	<ul style="list-style-type: none"> ▶ “Overall and taking into account its level of resources, ANEC is an effective and efficient organisation. In accordance with its mandate, it has made significant contributions in representing the EU consumer interests in the standardisation process over the period 2008-2012. Its European Added Value is widely recognised by stakeholders and literature and no other national organisation seems able to assume its role. ANEC’s role and activities are expanding in the political context of growing standardisation. At the same time it has increasing difficulties in attracting national experts to work on its behalf almost for free and is facing pressures on its budget. More or at least stable EU funding is therefore critical to ensure the continuing viability of ANEC.” ▶ “More specifically, ANEC’s training for experts is necessary to ensure they gain expertise in standardization and act as an incentive for them. However, no training strategy for experts is formally defined by ANEC and training activities seem to have decreased over time. The approach of relying on national experts is overall viewed as successful but its viability is threatened in the future by some challenges whose influence is increasing over time. These challenges are the lack of i) technical expertise in ANEC’s country members, ii) political commitment to standardization of some Member States and iii) sufficient financial compensation to experts.
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The significant workload to act as an expert, the financial crisis (which leads to budget cuts and to organisations' disbandment) and the increasing complexity of technologies are other additional constraining challenges."

- ▶ "The performance monitoring system (especially the KPIs) is not fully in line with all specific objectives of ANEC; KPIs do not include indicators of impact due to the difficulty to directly attribute results in consumer oriented standardisation. The management of ANEC has been so far adequate to its mandate and objectives but the financial crisis and the lack of resources of some country members of ANEC may negatively affect the organisation in the future. ANEC is doing a lot with few resources that are properly allocated to all of its objectives; however more transparency is needed in recording and reporting some costs. Besides, the lack of indexation of its budget since 2008 has had negative impacts on the availability of internal staff, the number of outputs delivered and the updates of the IT system. The system of time management of ANEC has improved since the last evaluation but is not yet fully developed. When ANEC cooperates with BEUC on common areas of interventions, special attention is devoted by both organisations to finding the best possible way to coordinate their actions depending on the nature of their specificities."
- ▶ "ANEC's European Added Value is recognized by the stakeholders consulted and the literature. This comes from its intervention in the areas and topics relevant to EU consumers' needs, and its capacity to i) collate views and opinions from different professional bodies and experts in Europe and reach consensus, ii) combine in a unique matter expertise in standardisation and in technical aspects related to safety of products and services and iii) build a fruitful and balanced dialogue with industry to the benefit of the Internal Market. The EU financial contributions are necessary to ANEC activities and outcomes as without these contributions the organization would cease to exist. The grant management improved since the introduction of the Framework Partnership Agreement (FPA) but the reporting of activities needs to be simplified and the grant payment process has to be revised to further reduce ANEC's cash-flow problems."

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Question: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=45). Note that these are cross-cutting assessments and do not apply specifically to the activities listed in this fact sheet: BEUC and ANEC also were not differentiated in the assessment.

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
Support to EU-level consumer	3.0*	4.5	4.1	3.4	4.0*	4.2

organisations

Note: * The base size for the average calculation is less than three.

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	d) ANEC annual activity report for 2009 e) ANEC annual activity report for 2010 f) ANEC annual activity report for 2011 g) ANEC annual activity report for 2012 h) <u>ANEC annual activity report for 2013</u>
<i>Studies/reports/ EC documents</i>	b) <u>Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (ANEC) (Van Dijk Management Consultants, 2013)</u>
<i>Other documents/ websites</i>	c) https://www.anec.eu/publications/position-papers (Accessed 2018-02-15) i) https://www.anec.eu/technical-studies (Accessed 2018-02-15)

7. Capacity building for regional, national and European consumer organisations

I. Specific objective and eligible actions

Specific objective to which the actions are related Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: **Objective I – To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests**

Eligible actions Defined in Annex I of the Decision: **Capacity building for regional, national and European consumer organisations**, notably through training and exchange of best practice and expertise for staff members, in particular for consumer organisations in Member States which acceded to the European Union on or after 1 May 2004

II. Description of activities

Capacity building for consumer organisations The first **TRACE** programme (2002-2007) was set up under the European Commission's consumer policy strategy to support and enhance the role of consumer organisation representatives in decision-making. At the start of 2008, a second programme (2008-2011) was also started under the European Commission's consumer policy strategy with the purpose of empowering consumer organisations through training.

TRACE courses were open to consumer organisations in the EU, candidate countries and the EEA countries (BEUC and non BEUC members), were fully funded from the EU budget and run under the auspices of DG SANCO. TRACE started with three main themed courses: Management, Public Relations & Lobbying and Consumer Law, which consisted of an introductory approach to these topics. As from 2008, further to participants' feedback and the expressed call for more in-depth courses, new specialised courses were designed. In all, 18 tailor-made training courses were developed under TRACE. Consumer Champion is a follow-up programme of TRACE.^{b)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total programme</u>
<i>Capacity building for consumer organisations</i>	600	1057	979	591	1321	500	790	5 838	3.9%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

Capacity building for consumer organisations

- ▶ Capacity building for consumer organisations
- ▶ Training consumers NGOs
- ▶ Survey for capacity building needs of consumer organisations

V. Outputs and results of activities

Capacity building for consumer organisations

The number and theme of courses offered within the TRACE training project from 2008-2012 are presented in the table below:

<u>Year</u>	<u>Number of courses</u>	<u>Course themes</u>
2008 ^{d)}	Not available	<ul style="list-style-type: none"> ▶ Team leadership ▶ Lobbying ▶ Presentation skills and media training ▶ Consumer redress ▶ Financial capacity building
2009 ^{e)}	10	<ul style="list-style-type: none"> ▶ Management ▶ Consumer law ▶ PR and lobbying
2010 ^{f)}	9	<ul style="list-style-type: none"> ▶ Management ▶ Consumer law ▶ Media and presentation skills ▶ Consumer redress ▶ PR and lobbying ▶ How to write project proposals ▶ Competition policy ▶ Retail financial services
2011 ^{g)}	12	<ul style="list-style-type: none"> ▶ Retail Financial Services, ▶ Consumer Redress, ▶ PR and lobbying ▶ How to write project proposals ▶ Investment products ▶ Advocacy ▶ Financial Capacity Building ▶ Media and Presentation Skills ▶ Project Management and Funding ▶ Consumer Acquis ▶ Consumer Law
2012 ^{h)}	7	<ul style="list-style-type: none"> ▶ Financial capacity building ▶ Competition policy ▶ New media ▶ Leadership skills ▶ Price comparisons ▶ Business planning

Overall, TRACE had delivered 1,433 instances of training. 30 countries (or 88%) eligible for TRACE training took up the offer, with Spain, Italy and Greece taking up the most places, and Austria, Luxembourg and Iceland not taking it up. TRACE courses tended to have 12-15 different nationalities represented and this gave the courses their European dimension which participants found useful. ^{c)}

VI. Excerpts from previous assessments/evaluations

<i>Capacity building for consumer organisations</i>	Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys, 2011)	<ul style="list-style-type: none"> ▶ “The TRACE training courses are regarded highly by participants and stakeholders. They are relevant to DG SANCO goals to build strategic relationships with MS and consumer organisations in MS. The course themes have emerged flexibly and have the potential to respond to emerging cross-border consumer issues. They offer EU added-value by internationalising national-level consumer organisations, bringing them into contact with people from other MS and with stakeholders in Brussels. The impacts have been at two levels, the first being bi-lateral (Commission to consumer organisation) where the TRACE course is raising the capacity of the consumer organisations at national levels, and second being multi-lateral (between consumer organisations) because the TRACE participants are trained with those from other MS organisations, and build networks. However, while the bi-lateral impact is proactive through the training, the multi-lateral impact is largely reactive, and it is up to individuals to build and sustain links. And, as noted by the Mid-Term Evaluation of the Consumer Policy, there is a high turnover of staff in many of the consumer organisations, so multi-lateral impact may be diluted.” ▶ “There is considerable intellectual capital being built in the courses, but it is mostly remaining with the contractor, and the training materials on EU consumer policy and issues are being built independently of other activities (namely Europa Diary and DOLCETA). While the reasons for this are clear (the interventions were planned and contracts awarded at different times), this situation is not now contributing to the overall coherence and efficiency of consumer information and education. There have been justified operational reasons why the Diary, TRACE and DOLCETA have built their own information ‘silos’ since that is what has been required by their individual Framework contracts, and partly because of the different target groups. However, at this stage of the Information Society we can set a challenge for such interventions to be efficiently and effectively supported using a single authoritative information/education source which is dynamically updated and which can be utilised widely - collect once and use multiple times is a core mantra for government information resources.” ▶ “Our analysis of TRACE also identified concerns that the community being addressed was potentially a restricted one. However, feedback from interviews identifies networking and the sharing of best practice (multi-lateral activities) to be important, and in options later we recommend that TRACE courses continue and explore how the training activities may be developed and focused further on developing a value network (where the actors also are participants in building and sharing good practice) rather than the existing value chains (where organisations receive training, but what happens after that is additional to the formal training offer).”
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VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Question: To what extent have these activities been effective in improving consumer

education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=36)

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
Capacity building for consumer organisations (TRACE)	-	4.5	4.7	3.0	1.0	4.4

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	d) BEUC Annual Report 2008 e) BEUC Annual Report 2009 f) BEUC Annual Report 2010 g) BEUC Annual Report 2011 h) BEUC Annual Report 2012
<i>Studies/reports/EC documents</i>	c) <u>Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys, 2011)</u>
<i>Other documents/websites</i>	b) http://www.consumerchampion.eu/about/background (Accessed 2018-02-15)

8. Actions to improve the effective application of Community consumer protection legislation, in particular Directive 2001/95/EC of the European Parliament and of the Council of 3 December 2001 on general product safety (1) and Regulation (EC) No 2006/2004 of the European Parliament and of the Council of 27 October 2004 on cooperation between national authorities responsible for the enforcement of consumer protection laws (2)

I. Specific objective and eligible actions

Specific objective to which the actions are related

Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: **Objective II - To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress**

Eligible actions

Defined in Annex I of the Decision: **Actions to improve the effective application of Community consumer protection legislation, in particular Directive 2001/95/EC of the European Parliament and of the Council of 3 December 2001 on general product safety (1) and Regulation (EC) No 2006/2004 of the European Parliament and of the Council of 27 October 2004 on cooperation between national authorities responsible for the enforcement of consumer protection laws (2), including:**

1. Actions to improve the coordination of monitoring and enforcement and to improve cooperation between competent authorities, including the development and maintenance of IT tools (e.g. databases, information and communication systems) and the organisation of seminars, conferences, workshops and meetings of stakeholders and experts on enforcement, exchanges of enforcement officials and training, also for members of the judiciary
2. Monitoring and assessment of the safety of non-food products and services, including the reinforcement and extension of the scope and operation of the RAPEX alert system, taking developments in market surveillance information exchange into account, and the further development of the consumer product safety network as provided for in Directive 2001/95/EC
3. Joint monitoring and enforcement actions and other actions in the context of administrative and enforcement cooperation
4. Actions for administrative and enforcement cooperation with third countries which are not participating in the programme

II. Description of activities

Consumer Protection Cooperation (CPC) Network

The Consumer Protection Cooperation (CPC) is a network of authorities responsible for enforcing EU consumer protection laws in EU and EEA countries set up on basis of the Consumer Protection Cooperation Regulation (EC) No. 2006/2004.^{e)} The CPC Regulation provides a cooperation framework between national authorities of the EU and EEA countries so that their action can overcome national jurisdictional boundaries to incorporate the full dimension of the Single Market.^{f)} The Regulation covers situations involving the collective interests of consumers and facilitates collaboration between authorities to put a stop to consumer regulation violations when the business and the consumer are located in different countries.^{g)} The CPC network functions as follows:^{e)}

- Any authority in a country where consumers' rights are being violated can ask its counterpart in the country where the trader is based to take action

to stop the breach of law. The Consumer Protection Cooperation (CPC) Regulation sets a list of minimum powers which each authority must have to ensure a smooth cooperation. These include power to obtain the information and evidence needed to: tackle infringements within the EU, conduct on-site inspections, require cessation or prohibition of infringements committed within the EU, obtain from traders undertakings and payments into the public purse.

- ▶ Authorities can also alert each other to malpractices that could spread to other countries.
- ▶ Authorities, with the Commission's support, can also coordinate their approaches to applying consumer protection law so as to tackle widespread infringements.

The CPC network is also regularly **carrying out EU-wide screenings of websites** ("sweeps") to check whether a given sector is complying with consumer rules.^{h)}

Participating Member States systematically and simultaneously check for practices on different websites where consumer protection law is not respected. Examples of such malpractices include:ⁱ⁾

- ▶ Incomplete information on the trader, lack of contact details;
- ▶ Incorrect and misleading information about the price (hidden costs, such as tax, delivery fee);
- ▶ Insufficient information on the products characteristics;
- ▶ Advertising that a product is free of charge, and afterwards tying the consumer to a long term subscription;
- ▶ Unclear information on the right of withdrawal from the agreement, return or reimbursement of the product.

Following such investigation, the **relevant national authorities take proper enforcement actions**: they contact companies about suspected irregularities and ask them to take corrective action or face legal action.ⁱ⁾

The CPC Network has the possibility of seeking cooperation with enforcement authorities in third countries, on the basis of international agreements. Potential candidates for such agreements are authorities in neighbouring countries, such as Switzerland, and those from countries with strong economic relations with the EU. No international agreements have been concluded yet, but the Network cooperates in other ways with its international partners, for instance the International Consumer Protection and Enforcement Network (ICPEN) or Organisation for Economic Cooperation and Development (OECD).^{j)}

Exchange of officials (CPC and GPSD)

The objective of the exchange of officials is to share best practices and knowledge among the different countries and to create a synergy at the European level in support of consumers' safety and protection. Exchanges include mainly 3 to 5 working day missions of one or a few participants in a host organisation but as of the 2016 programme, applicants are encouraged to implement other options, e.g. one-day workshops with a group of participants.^{j)}

Joint activities and coordinated enforcement actions in the area of non-food consumer product safety

Each year the European Commission co-finances a number of coordinated market surveillance activities (joint actions) carried out by the CPC network's Member State authorities.^{t)} The proposed joint actions aim at promotion and coordination of administrative cooperation for the application of Directive 2001/95/EC and ultimately at ensuring a consistent approach towards the effective enforcement of product safety legislation across the internal market.^{u)}

The joint actions cover the following aspects of administrative cross-border cooperation activities:^{u)}

- ▶ Assessment of risks posed by non-food consumer products and product testing;
- ▶ Market surveillance operations and co-operation with customs authorities;
- ▶ Exchange of expertise and best practices;
- ▶ Meetings and workshops, implementation of an effective communication strategy and collaboration

The activities include a number of product oriented, coordinated, market surveillance actions. On the basis of a list of products agreed by national authorities, specialised laboratories are selected to test the products and assess if they are dangerous. These actions often lead to submission of notifications to the Rapid Alert System (RAPEX).^{t)}

Rapid Alert System for dangerous non-food products (RAPEX)

In order to ensure that only safe products are placed on the market, the General Product Safety Directive (2001/95/EC) (GPSD)^{b)} establishes a general safety requirement for all non-food consumer products. According to the GPSD, a safe product is defined as one that “under normal or reasonably foreseeable conditions of use, does not present any risk or only the minimum risks compatible with the product's use for the safety and health of persons” (GPSD, Article 2).^{a1),b1)}

Article 12 of the GPSD establishes the European rapid alert system for dangerous products (RAPEX) to ensure that information about dangerous products withdrawn from the market and/or recalled from consumers anywhere in Europe is quickly circulated between Member States and the European Commission, so that appropriate action can be taken everywhere in the EU. Thirty-one countries (all countries of the European Union plus the EFTA/EEA countries of Iceland, Liechtenstein and Norway) participate in the system.^{c1)}

While RAPEX primarily is a tool of information exchange for competent authorities of Member States and the EU to facilitate market surveillance, it also serves through its website as a source of information for the wider public on products found unsafe. On the RAPEX website, the European Commission publishes information on notified unsafe products on a weekly basis, and since the beginning of 2008 on a daily basis. The website describes in detail the products subject to RAPEX notifications as well as their non-compliance or hazard.

Products subject to RAPEX notifications are described using the following classification:

- ▶ Product category;
- ▶ Brand and name of the product;
- ▶ Type or number of the model;
- ▶ Batch number or barcode;
- ▶ OECD portal category;
- ▶ Country of origin; and
- ▶ A detailed description of the product with a picture.

Furthermore, information on the reason for the notification is provided, specifying:

- ▶ The type and severity of the risk notified;
- ▶ The measures taken;
- ▶ The notifying country; and
- ▶ All countries taking actions in the follow-up.

The purpose of making this information publically available is to enable consumers as well as business operators and other interested stakeholders to identify unsafe products in the market.^{b1)}

Related IT tools include the GRAS-RAPEX application for indicating notifications and reactions,^{d1)} the Business Application for manufacturers and

distributors to voluntarily report dangerous products,^{e1)} and the Risk Assessment Guidelines (RAG) application,^{f1)} which assists authorities in applying the risk assessment guidelines for non-food consumer products.^{g1)}

A specific module of the Rapid Alert System has been created to allow for swift flagging of notifications concerning unsafe products from China “RAPEX China”. The Chinese authorities investigate these cases in order to trace back the manufacturers, exporters and businesses concerned with the aim of making them aware of product safety rules in Europe. Where necessary, they take further measures to ensure that those products are no longer produced and shipped to Europe.^{t),h1)}

Consumer market studies

A description of the consumer market studies undertaken by the Commission is provided in the fact sheet for Action 1 under the Consumer Programme 2007-2013.

Other EU consumer policy studies (e.g. evaluations)

The financial allocation for the Programme also covered expenses pertaining to preparatory, monitoring, control, audit and evaluation activities which are required directly for the management of the Programme and the achievement of its objectives; in particular, studies, meetings, information and publication actions.^{a)}

Networking and events

The International Product Safety Week takes place every 2 years. It comprises a series of events for non-food, consumer product safety professionals and stakeholders from around the globe, representing regulators, industry, consumer organisations, standard-makers and test laboratories.^{w)}

III. Amounts committed during programme period (in '000 Euro)									
	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total prog-ramme</u>
<i>CPC Network</i>	546	497	47	201	266	423	487	2466	1.7%
<i>Exchange of enforcement officials (CPC)</i>	26	6	17	19	30	51	70	218	0.1%
<i>Exchange of safety enforcement officials (GPSD)</i>	60	38	55	36	45	80	100	414	0.3%
<i>Joint activities and coordinated enforcement actions (...)</i>	1210	2436	1274	1536	1850	1780	1593	11680	7.9%
<i>RAPEX</i>	283	245	130	162	301	42	470	1633	1.1%

<i>Consumer market studies</i>	0	0	59	0	0	0	68	127	0.1%
<i>Other EU consumer policy studies</i>	314	0	0	0	125	0	0	439	0.3%
<i>Net-working and events</i>	0	10	0	85	64	105	167	521	0.4%
<i>Other supporting activities</i>	35	15	293	110	330	13	50	846	0.6%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

<i>CPC Network</i>	<ul style="list-style-type: none"> ▶ Service contract to support CPC activities ▶ Joint actions to improve enforcement cooperation in CPC area ▶ CPC IT tool maintenance ▶ CPC technical support ▶ CPC data protection module development ▶ CPC training of enforcement officials ▶ Joint projects for Member States
<i>Exchange of officials (CPC)</i>	<ul style="list-style-type: none"> ▶ Exchange of CPC enforcement officials ▶ Grants in support of exchange of CPC enforcement officials
<i>Exchange of officials (GPSD)</i>	<ul style="list-style-type: none"> ▶ Exchange of safety officials ▶ Grants in support of exchange of safety officials
<i>Joint activities and coordinated enforcement actions in the area of non-food consumer product safety</i>	<ul style="list-style-type: none"> ▶ Joint actions to improve enforcement co-operation in the area of consumer safety ▶ Joint actions with AQSIQ on market surveillance ▶ Joint actions to improve enforcement co-operation in the area of consumer safety
<i>RAPEX</i>	<ul style="list-style-type: none"> ▶ Trainings on GRAS-RAPEX ▶ IT for RAPEX/GPSD ▶ Contribution to GRAS platform – RAPEX ▶ RAPEX maintenance ▶ Development and maintenance GPSD business application ▶ GPSD Business Applications ▶ Development and maintenance of a programme supporting the use of the revised RAPEX risk assessment guideline ▶ RAPEX Risk Assessment Module ▶ RAG ▶ Support applicative migration RAPEX
<i>Consumer market studies</i>	<ul style="list-style-type: none"> ▶ Study on online consumer reviews in the hotel sector ▶ Study on air passengers' rights compliance
<i>Other EU consumer</i>	<ul style="list-style-type: none"> ▶ Evaluation of the Legal Impact of the Distance Marketing of Financial

<i>policy studies</i>	<p>Services Directive (DMFSD)</p> <ul style="list-style-type: none"> ▶ Evaluation of the Economic Impact of DMFSD ▶ Evaluation study in view of revision of CPC regulation
<i>Other supporting activities</i>	<ul style="list-style-type: none"> ▶ CPC-ECC technical support ▶ IT for sweeps ▶ IT fiches for Sweeps and CPC notifications of competent authorities ▶ IT database on chemical products ▶ Web portal for data collection system in the area of accidents and injuries ▶ Risk assessment for chemicals ▶ Independent assessment of the functioning of cross-border cooperation between Member States authorities on market surveillance ▶ IT for schéma directeur ▶ Technical assistance for pilot project on products traceability in the context of the EU-USA High Level Regulatory Forum
<i>Networking and events</i>	<ul style="list-style-type: none"> ▶ Product safety week ▶ Support of OECD workshop “Global Recalls”

V. Outputs and results of activities

<i>CPC Network</i>	<p>Key outputs of the CPC Network relate to the information flow in the CPC-System, the common IT-tool maintained by the European Commission and designed to provide a secure system for the exchange of information between competent authorities (CAs) in the Member States for the performance of their mutual assistance obligation under the CPC Regulation. This obligation implies three cooperation mechanisms:^{e)}</p> <ul style="list-style-type: none"> ▶ <i>Information requests</i> when a competent authority is requested to provide information to establish whether an intra-Union infringement has occurred or whether there is a reasonable suspicion it may occur; ▶ <i>Requests for enforcement measures</i> when a competent authority is requested to take all necessary enforcement measures to bring about the cessation or prohibition of the intra-Union infringement without delay; ▶ <i>Alerts</i>, an information exchange without request, that takes place when a competent authority gets warned or suspects that intra-Union infringement is occurring (or may occur) and informs the competent authorities in other Member State(s) and the European Commission. <p>The number of information requests, enforcement request and alerts from 2007-2013 are presented in the following table.</p>
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	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>
<i>Information requests made within the CPC Network^{k)}</i>	150	120	150	89	93	87	60
<i>Enforcement requests made within the CPC Network^{k)}</i>	85	170	170	131	114	131	171
<i>Alerts raised within the CPC Network^{k)}</i>	52	100	44	37	27	42	104

The CPC Network, under the coordination of the Commission, has also undertaken several enforcement actions. Every year the Commission consolidates the available market information to propose a topic for the screening of websites, prepares legal analysis and questionnaire to carry the screening phase, consolidates and publishes the results. From 2007-2013, over 3,100 websites were checked. An overview of Sweeps conducted from 2007-2013 is provided in the following table.

<i>Year</i>	<i>EU-wide screening of websites (Sweeps)</i>
2007	Online sales of airline tickets (447 websites checked) ^{p)}
2008	Mobile content (558 websites checked) ^{q)}
2009	Online sales of electronic goods (369 websites checked) ^{r)}
2010	Online sales of tickets for cultural and sporting events (363 websites checked) ^{m)}
2011	Websites offering consumer credit (562 websites checked) ^{m)}
2012	Sales of downloadable digital content (333 websites checked) ^{l)}
2013	Sales of air travel and hotel accommodation (552 websites checked) ⁿ⁾

Sweeps have increased the level of compliance among traders with EU law, as indicated by the following data:

- ▶ 2010: 40% of checked websites found to be in compliance with EU consumer law before sweep; 88% in compliance after sweep ^{m)}
- ▶ 2012: 50% of checked websites found to be in compliance with EU consumer law before sweep; 80% in compliance after sweep ^{o)}

*Exchange of officials
(CPC and GPSD)*

<i>Number of exchanges</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>
CPC ^{s)}	3	7	7	23	22
GPSD ^{s)}	19	15	13	39	33
Total ^{s)}	22	22	20	62	55

Since 2009, Chafea has supported exchanges of enforcement officials in charge of consumer protection and product safety in the Member States and EEA/EFTA countries. The exchanges give the opportunity to participants to share experience and knowledge on the practical implementation of Directive 2001/95 EC (General Product Safety) and Regulation 2006/2004 (Consumer Protection Cooperation). ^{p)}

*Joint activities and
coordinated
enforcement actions in
the area of non-food
consumer product safety*

Several joint actions on product safety were undertaken from 2008-2013. The following table shows the product focus of these joint actions.

<i>Year</i>	<i>Focus of the joint actions</i>
2008 ^{v)}	<ul style="list-style-type: none"> ▶ Cords and drawstrings in children's clothing ▶ Toys
2009 ^{v)}	<ul style="list-style-type: none"> ▶ Child-appealing designs ▶ Helmets ▶ Sunbeds ▶ Baby walkers

	▶ Lighters
2010 ^{v)}	▶ Food imitation products ▶ Ladders ▶ Laser pointers ▶ Children's fancy dress ▶ Visibility clothing and accessories
2011 ^{v)}	▶ Childcare articles ▶ Fireworks ▶ Battery chargers ▶ Lawn mowers
2012 ^{v)}	▶ Childcare articles ▶ Nanotechnology and cosmetics ▶ Cords and drawstrings in children's clothing ▶ Ladders ▶ CO and smoke detectors
2013 ^{v)}	▶ Cots ▶ Smoke detectors ▶ Children's kick scooters ▶ Toys intended for children under 3 years

RAPEX

RAPEX statistics are primarily measured in notifications and reactions.

- ▶ A notification consists of information provided by the Rapid Alert System network participating countries concerning measures or actions taken for products presenting risk to the public interests.ⁱ¹⁾
- ▶ A reaction is information provided by the Rapid Alert System network participating countries in response to a submitted notification. These reactions provide information on whether the notified dangerous product was found also on other network countries and which measures were taken there in order to restrict its marketing and distribution.ⁱ¹⁾
- ▶ The following table shows selected indicators related to the number of notifications and reactions during the Programme period.

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>
<i>Number of notifications</i> <i>t)</i>	1 605	1 866	1 993	2 244	1 803	2 278	2 328
<i>Number of notifications (serious risk)</i> <i>t)</i>	1 355	1 545	1 699	1 963	1 556	1 938	1 960
<i>Number of reactions</i>	1 856 <i>j1)</i>	1 745 <i>j1)</i>	1 556 <i>l1)</i>	2 154 <i>m1)</i>	2 100 <i>n1)</i>	1 760 <i>o1)</i>	2 147 <i>p1)</i>
<i>Ratio number of reactions to number of notifications (serious risks)</i>	1.37 ^{j1)}	1.13 ^{j1)}	0.78 ^{l1)}	1.07 <i>m1)</i>	1.32 <i>n1)</i>	0.88 <i>o1)</i>	0.9 ^{p1)}

Measures in response to notifications can include the withdrawal of dangerous products from the market, sales bans, corrective actions, rejection of imports, etc. When the measures are ordered by national authorities, they are referred to as 'compulsory measures'. Measures initiated by the

economic operator (the manufacturer, authorised representative, importer or distributor) are referred to as ‘voluntary measures’.^{t)} The following table shows the breakdown of all reactions per year.

	<u>2007</u> <u>j1)</u>	<u>2008</u> <u>k1</u>	<u>2009</u> <u>l1)</u>	<u>2010</u> <u>m1)</u>	<u>2011</u> <u>n1)</u>	<u>2012</u> <u>o1)</u>	<u>2013</u> <u>p1)</u>
<i>Voluntary measures</i>	669	736	752	755	598	609	782
<i>Compulsory measures</i>	643	775	901	1 163	922	1 300	1 517
<i>Compulsory and voluntary measures</i>	43	34	46	45	36	29	65
<i>Total</i>	<i>1 355</i>	<i>1 545</i>	<i>1 699</i>	<i>1 963</i>	<i>1 556</i>	<i>1 938</i>	<i>2 364</i>

Consumer market studies

- ▶ Two consumer market studies were financed between 2009 and 2013 under the Consumer Programme 2007-2013 (see list above).

Other EU consumer policy studies

- ▶ Three other consumer policy studies were financed between 2007 and 2013 under the Consumer Programme 2007-2013 (see list above).

Networking and events

- ▶ **International product safety week** was held in Brussels in 2008, 2010 and 2012. The 2012 agenda included a market surveillance seminar organised by PROSAFE, the International Symposium organised by the International Consumer Product Health and Safety Organisation, the International Consumer Product Safety Caucus regulator’s meeting, the RAPEX-China Working Group meeting, and the OECD workshop on the “Global Recalls Pool”.^{x)}

VI. Excerpts from previous assessments/evaluations

CPC Network

(External) evaluation of the Consumer Protection Regulation (CPEC, 2012)

- ▶ “Though the CPC Network has taken some time to develop and become established it now provides an effective platform for formal cooperation. However, more could be done to promote formal and informal cooperation within the CPC Network. This was evidenced by the large number of NCAs unfamiliar with the CPC Network mechanisms and the lack of follow-up cooperation following successful actions, illustrated through in-depth interviews. Further guidance to users on how best to use the CPC Network and awareness raising is therefore needed. It is anticipated that developing a more common understanding of the system and ensuring greater uniformity in approach and purpose will improve its efficiency, effectiveness and use.”
- ▶ “Weaknesses of the CPC Network that need to be addressed included concerns over the timeliness and appropriateness of traffic within the CPC System and the tendency for cases to stagnate. Common rules and understanding were proposed solutions, in addition to a greater role for SLOs and stricter obligations on authorities to respond to requests within a given time (see below on the roles of actors).”
- ▶ “There was consensus that the CPC IT System is a well-functioning tool which has improved over time following a

series of updates mainly to the technical functions to allow more information to be exchanged and to increase its user-friendliness. A number of respondents to the survey did however, express the view that user friendliness could be further enhanced, learning from the experience of other EU information exchange networks such as the Internal Market Information (IMI) System, which uses predefined and translated questions and answers in alerts to make exchange quick and efficient. Data retention periods were not raised as a concern by stakeholders as many felt that the current period for maintaining records was important for ensuring effective consumer protection and appropriate given national data protection laws. Given the potential for cross-border recidivism by rogue traders and for convicted or blacklisted individuals to become directors of multiple businesses, there is however merit in extending the retention periods for certain types of infringement.”

No previous assessment/evaluation available for other activities

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Questions: To what extent have these activities been effective in consolidating and enhancing product safety through market surveillance in the European Union?/ To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=58, 17, 23, 39, 61)

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
CPC Network	3.5*	3.7	3.0	3.5	3.0*	3.4
Exchange of officials (CPC)	-	3.0*	-	3.7	-	3.6
Exchange of officials (GPSD)	-	3.0*	-	3.9	3.0*	3.8
Joint cooperation and enforcement actions in the area of non-food consumer product safety	3.0*	3.3	3.0*	3.8	3.0*	3.6
RAPEX	3.5	2.9	3.7	3.9	4.3	3.6

Note: * The base size for the average calculation is less than three.

VIII. Key sources

Legislation

- a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
- u) European Commission, Annex to the Commission implementing decision on the adoption of the work programme for 2017 and on the financing of the Consumer Programme
- a1) Directive 2001/95/EC of the European Parliament and of the Council of 3 December 2001 on general product safety (GPSD)

Annual reports

- p) Chafea 2015 Annual Activity report
- t) Keeping European Consumers Safe - 2016 Annual Report
- c1) Keeping European Consumers Safe - 2014 Annual Report

	<p>j1) Keeping European Consumers Safe - 2007 Annual Report</p> <p>k1) Keeping European Consumers Safe - 2008 Annual Report</p> <p>l1) Keeping European Consumers Safe - 2009 Annual Report</p> <p>m1) Keeping European Consumers Safe – 2010 Annual Report</p> <p>n1) Keeping European Consumers Safe – 2011 Annual Report</p> <p>o1) Keeping European Consumers Safe - 2012 Annual Report</p> <p><u>p1) Keeping European Consumers Safe - 2013 Annual Report</u></p>
<i>Studies/reports/ EC documents</i>	<p>c) Evaluation of Regulation 261/2004 – Final Report (Steer Davies Gleave, 2010)</p> <p>d) Study on Online Consumer Review in the Hotel Sector – Final Report (RPA, 2014)</p> <p>f) European Commission, Impact Assessment accompanying the Proposal for a Regulation of the European Parliament and of the Council on cooperation between national authorities responsible for the enforcement of consumer protection laws, SWD(2016) 164 final</p> <p>k) Single Market Scoreboard: Consumer Protection Cooperation Network (Reporting period: 01/2016 – 12/2016)</p> <p><u>l) Consumer Conditions Scoreboard 2013</u></p> <p><u>m) Consumer Conditions Scoreboard 2012</u></p> <p>s) CHAFAEA: ExO 2009-2013</p> <p>z) Commission Staff Working Document – Impact Assessment Accompanying the document Proposal for a Regulation of the European Parliament and of the Council on cooperation between national authorities responsible for the enforcement of consumer protection laws</p> <p>b1) Civic Consulting, Study on the promotion of the use of RAPEX information by importers, distributors and retailers in the field of consumer product safety, with a particular focus on SMEs (2015)</p> <p><u>g1) (External) evaluation of the Consumer Protection Regulation (CPEC, 2012)</u></p> <p>r1) Networks to enforce European Law: The case of the consumer protection cooperation network (Cristina Poncibo)</p> <p>s1) RAPEX system - An Efficient Tool for European Consumer Safety (Corina Ene)</p>
<i>Other documents/ websites</i>	<p>b) http://ec.europa.eu/consumers/consumer_evidence/market_studies/index_en.htm (Accessed 2018-02-14)</p> <p>e) http://ec.europa.eu/internal_market/scoreboard/performance_by_governance_tool/consumer_protection_cooperation_network/index_en.htm (Accessed 2018-02-14)</p> <p>g) http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52016SC0164 (Accessed 2018-02-14)</p> <p>h) http://ec.europa.eu/consumers/enforcement/cross-border_enforcement_cooperation/index_en.htm (Accessed 2018-02-14)</p> <p>i) http://ec.europa.eu/consumers/enforcement/sweeps/index_en.htm (Accessed 2018-02-14)</p> <p>j) http://ec.europa.eu/consumers/enforcement/international_cooperation/index_en.htm (Accessed 2018-02-14)</p> <p>n) http://ec.europa.eu/consumers/enforcement/sweeps/travel_services/index_en.htm (Accessed 2018-02-14)</p> <p>o) http://ec.europa.eu/consumers/enforcement/sweeps/digital_contents/index_en.htm (Accessed 2018-02-14)</p> <p>p) http://europa.eu/rapid/press-release_MEMO-08-287_en.htm?locale=en (Accessed 2018-02-14)</p> <p>q) https://www.euractiv.com/section/uk-europe/news/websites-fined-in-eu-ringtone-scam-sweep/ (Accessed 2018-02-14)</p> <p>r) http://europa.eu/rapid/press-release_MEMO-10-417_en.htm (Accessed 2018-02-14)</p> <p>v) http://www.prosafe.org/index.php/library/reports (Accessed 2018-02-14)</p> <p>w) http://ec.europa.eu/consumers/consumers_safety/international_cooperation/international_product_safety_week/index_en.htm (Accessed 2018-02-14)</p> <p>x) http://ec.europa.eu/consumers/archive/safety/int_coop/international_product_safety_week_2012_en.htm (Accessed 2018-02-14)</p> <p>y) http://ec.europa.eu/consumers/financial_services/distance_marketing/index_en.htm (Accessed 2018-02-14)</p> <p>d1) http://ec.europa.eu/dpo-register/details.htm?id=42907 (Accessed 2018-02-14)</p> <p>e1) https://webgate.ec.europa.eu/gpsd-ba/index.do (Accessed 2018-02-14)</p> <p>f1) https://ec.europa.eu/consumers/consumer-safety/rag/ (Accessed 2018-02-14)</p> <p>g1) https://ec.europa.eu/consumers/consumer-safety/rag/?event=documentation&id=RAG.pdf (Accessed 2018-02-14)</p> <p>h1) http://ec.europa.eu/consumers/consumers_safety/international_cooperation/bilateral_cooperation/index_en.htm (Accessed 2018-02-14)</p>

i1)

https://ec.europa.eu/consumers/consumers_safety/safety_products/rapex/alerts/repository/content/pages/rapex/index_en.htm (Accessed 2018-02-14)

9. Legal and technical expertise, including studies, for the monitoring and assessment of the transposition, implementation and enforcement of consumer protection legislation by Member States, notably Directive 2005/29/EC of the European Parliament and of the Council of 11 May 2005 concerning unfair business-to-consumer commercial practices in the internal market (3) and Regulation (EC) No 2006/2004

I. Specific objective and eligible actions

Specific objective to which the actions are related	Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: Objective II – To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress
Eligible actions	Legal and technical expertise, including studies , for the monitoring and assessment of the transposition, implementation and enforcement of consumer protection legislation by Member States, notably Directive 2005/29/EC of the European Parliament and of the Council of 11 May 2005 concerning unfair business-to-consumer commercial practices in the internal market (3) and Regulation (EC) No 2006/2004. This also includes the development and maintenance of easily and publicly accessible databases covering the implementation of Community consumer protection legislation.

II. Description of activities

<i>Supporting activities</i>	<p>Directive 2005/29/EC on Unfair Commercial Practices lays down harmonised rules for the fight against unfair commercial practices and contributes to a high level of consumer protection. Since the adoption of the Directive, Member States have enacted national transposition laws. This poses a number of challenges, especially if one considers the legal impact of full harmonisation in an area characterised by considerable differences in national policy, style and enforcement techniques. Together with the Guidance on the application of the Directive, the UCP database^{g)} helped develop a common understanding and a convergence of practices when implementing and applying the Directive. The website established a comprehensive legal database which allows the public to access the laws and jurisprudence of the Member States related to the Directive, as well as other relevant material such as any relevant academic work. The information included in the database is arranged in sections and can be filtered by relevance with specific Articles of the Directive, keywords, case law and Legal Literature. All sections are linked to each other to facilitate navigation between related topics. The country sections include an overview of the national enforcement system, in addition to the national case law, legal literature and other materials.^{c)} Development of the database stated in 2008, and the database was launched in 2011.^{e)}</p> <p><i>Note: The content of the UCPD Database is currently no longer being updated. The database was extended to cover the wider consumer acquis and was integrated into the e-Justice Portal in 2017.^{f)}</i></p>
<i>Online Dispute Resolution (ODR) Platform</i>	<p><i>Note: Under the 2007-2013 Consumer Programme, there was no specific action dedicated to ODR, though some activities were conducted under this programme that were related to the early development of the platform (see fact sheet 9 for the 2007-2013 and 2014-2020 Consumer Programmes for more details).</i></p>

Other EU consumer policy studies (e.g. evaluations)

The financial allocation for the Programme also covered expenses pertaining to preparatory, monitoring, control, audit and evaluation activities which are required directly for the management of the Programme and the achievement of its objectives; in particular, studies, meetings, information and publication actions.^{a)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total programme</u>
<i>Supporting activities</i>	405	100	224	200	285	0	0	1214	0.8%
<i>ODR Platform</i>	-	-	-	-	-	120	0	120	0.1%
<i>Other EU consumer policy studies</i>	0	0	0	0	0	0	50	50	0.03%
<i>Net-working and events</i>	0	22	0	0	0	0	0	22	0.02%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

<i>Supporting activities</i>	<ul style="list-style-type: none"> ▶ UCP database ▶ UCP database – legal input ▶ UCP database – IT tool maintenance ▶ UCP list fair website - maintenance ▶ VNR Unfair Commercial Practices (UCP) ▶ UCP Media Seminar/Publicity ▶ Updating the compendium database on consumer acquis (legal and IT) ▶ Extending the Compendium to RO and BU ▶ IT services for merger of UCP and consumer acquis databases
<i>Online Dispute Resolution (ODR) Platform</i>	<ul style="list-style-type: none"> ▶ Expertise technical background ODR (feasibility study) ▶ Expertise Technical Background ODR – Additional work related to ODR Platform
<i>Other EU consumer policy studies (e.g. evaluations)</i>	<ul style="list-style-type: none"> ▶ Study on public consultation for CPC and biennial report
<i>Networking and events</i>	<ul style="list-style-type: none"> ▶ Implementation workshop/meeting (Consumer credit)

V. Outputs and results of activities

<i>Other EU consumer policy studies (e.g. evaluations)</i>	<ul style="list-style-type: none"> ▶ One EU consumer policy study was carried in 2013 under the Consumer Programme 2007-2013 (see above).
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VI. Excerpts from previous assessments/evaluations

No previous assessment/evaluation available for the above activities

VII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	-
<i>Studies/reports/ EC documents</i>	b) Assessing the Scope of European Dispute Resolution Platform (European Parliament 2012) e) REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL AND THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE First Report on the application of Directive 2005/29/EC of the European Parliament and of the Council of 11 May 2005 concerning unfair business-to-consumer commercial practices in the internal market and amending Council Directive 84/450/EEC, Directives 97/7/EC, 98/27/EC and 2002/65/EC of the European Parliament and of the Council and Regulation (EC) No 2006/2004 of the European Parliament and of the Council ('Unfair Commercial Practices Directive')
<i>Other documents/ websites</i>	c) https://webgate.ec.europa.eu/ucp/public/index.cfm?event=public.home.show (Accessed 2018-02-14) d) http://europa.eu/rapid/press-release_MEMO-09-312_en.htm?locale=en (Accessed 2018-02-14) f) http://ec.europa.eu/consumers/consumer_rights/unfair-trade/unfair-practices/index_en.htm (Accessed 2018-02-14) g) https://webgate.ec.europa.eu/ucp/public/index.cfm?event=public.home.show&CFID=419336&CFTOKEN=e373889b720bd30-93C0530B-0955-6B71-3C0A39A8BFEC072B (Accessed 2018-02-14)

10. Actions on information, advice and redress

I. Specific objective and eligible actions

Specific objective to which the actions are related	Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: Objective II - To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress
Eligible actions	<p>Defined in Annex I of the Decision: Actions on information, advice and redress, including:</p> <ol style="list-style-type: none"> 1. Monitoring the functioning of alternative dispute resolution schemes and assessing their impact 2. Financial contributions for joint actions with public or non-profit bodies constituting Community networks which provide information and assistance to consumers to help them exercise their rights and obtain access to appropriate dispute resolution (the European Consumer Centres Network) 3. Actions improving communication with EU citizens on consumer issues, especially in Member States which acceded to the European Union on or after 1 May 2004, including publications on issues of interest for consumer policy, provision of information on-line, and actions providing information about consumer protection measures and consumer rights

II. Description of activities

<i>European Consumer Centres Network (ECC-NET)</i>	<p>The European Consumer Centres (ECCs) were established in 2005 as part of the European Union's consumer policy framework. There is an ECC for each of the 28 EU Member States, as well as one in Norway and Iceland respectively. Together, the ECCs act as a network, the ECC-Net.</p> <p>ECCs support consumers in exercising their rights in relation to cross-border issues, including by giving free advice and providing practical assistance. They provide information on request and disseminate information widely through their websites, and other communication products. ECCs are also available to individuals via phone or email to deal with specific questions or complaints. They provide personalised advice, have at least one full-time lawyer on staff, and play an important role in identifying emerging issues or problems in policy implementation.</p> <p>The basic modus operandi of ECCs is enabling consumers to find solutions themselves, including by providing general information materials about their rights and specific information upon request. Where a consumer cannot resolve a dispute alone, the ECCs also provide practical assistance.</p> <p>The general role and aims for the work of the ECCs are defined in the Consumer Programme. With specific regard to the work of ECCs, the Consumer Programme focuses on the following priorities:</p> <ul style="list-style-type: none"> ▶ To ensure a market where (1) citizens are aware and exercise their rights as consumers so that they contribute to the growth of competitive markets, (2) citizens must enjoy access to redress mechanisms in case of problems without needing to resort to court procedures which are lengthy and costly for them and the governments; and, ▶ To ensure a concrete and effective collaboration between national bodies to support the enforcement of consumer rights, support the consumers with advice. <p>The detailed objectives and scope of the network are laid down in the Vademecum for the ECC-Net. It includes nine objectives, which are</p>
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mandatory for every ECC to implement:

1. Providing consumers with information;
2. Assisting consumers with complaints;
3. Assisting consumers with disputes;
4. Organising promotional activities;
5. Contributing to ADR/ODR activities;
6. Networking and feedback;
7. Cooperating with enforcement authorities;
8. Collaborating with traders (associations or professional bodies); and
9. Ensuring a uniformly high quality standardised services.

ECCs cooperate with each other within the ECC-Net. This includes cooperation in individual cases as well as more general communication, for example exchange of information on common themes. They use a common platform ('wiki') to post documents and run discussions based on different threads. Moreover, ECCs have operational relationships with other bodies and initiatives (e.g. ADR entities, SOLVIT, Europe Direct) for more efficient coordination of their work.^{b)}

Consumer Summit

Organised since 2009, the European Consumer Summit is an annual forum gathering key European and international policy-makers and stakeholders, including representatives from the European Parliament, governments and national authorities, consumer organisations, academia and business. Over the years, the European Consumer Summit has become a valuable occasion to increase awareness on consumer policy and a key tool to mainstream consumer interests in EU policies.^{d)}

EU consumer information/awareness-raising campaigns

A key part of the EU consumer rights information effort has focused on the Member States that have joined the EU recently. This type of campaign has been carried out in all new Member States that joined the EU on or after 1 May 2004.^{k)} Awareness-raising campaigns have been developed and launched on a country by country basis, introducing citizens to their newly acquired rights. This has been done through multi-media advertising and public and media relations activities, including social media.

EU information/awareness raising campaigns have also been carried out for new consumer rights that are subject to harmonised rules, or sectors with significant cross-border trade or high consumer detriment.^{l)}

ODR Platform

The 2013 ODR Regulation ('Regulation on online dispute resolution for consumer disputes') provides for the Commission to establish and maintain a European ODR Platform, defines the ways in which the Platform will connect consumers, traders and ADRs, and obliges the Member States to designate facilitators to support the use of the Platform.^{q)}

III. Amounts committed during programme period (in '000 Euro)									
	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total prog-ramme</u>
<i>ECC-Net</i>	977	4341	4766	4796	4829	4986	6171	30866	20.8%
<i>Consumer Summit</i>	-	-	267	245	0	372	35	919	0.6%
<i>EU</i>	3131	790	261	28	841	964	869	6885	4.6%

consumer information/awareness-raising campaigns									
ODR Platform	-	-	-	-	-	-	1000	1000	0.7%
Net-working and events	309	0	0	103	0	0	309	720	0.5%
Supporting activities	0	250	0	0	0	0	45	295	0.2%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

<i>ECC-Net</i>	<ul style="list-style-type: none"> ▶ ECC-Net 2007-2008 Bulgaria and Romania ▶ ECC-Net financing ▶ ECC Net IT tool maintenance ▶ ECC Greece ▶ Promoting the work of ECC-net through targeted information to consumers ▶ Wiki with FAQs - facilitating ECCs answer to info requests ▶ ECC-Net support to special cross border actions, visibility, mystery shopping, year of citizens ▶ ECCs UK, Slovenia, Malta
<i>Consumer Summit</i>	<ul style="list-style-type: none"> ▶ Consumer Summits
<i>EU consumer information/awareness-raising campaigns</i>	<ul style="list-style-type: none"> ▶ Information campaign on new labelling system and sunscreen products ▶ Information campaign new MS (Baltics) ▶ Information campaign on Opening-up of the Energy Household Market ▶ Information campaign BU and Flash Eurobarometer Baltics ▶ Ex-ante information campaign Flash Eurobarometer (Bulgaria) ▶ Information campaign Flash Eurobarometer (Romania) ▶ Information campaign Romania ▶ Information campaign Croatia ▶ Information campaign Hungary ▶ Flash survey "Information campaign on consumer rights in Croatia" ▶ Information campaign "Empower consumers in regard to credit contracts" ▶ Ex-post evaluation of the information campaign "Knowing your consumer rights with regard to credit agreements" ▶ Online campaign for the digital guide ▶ Activities under the Year of EU Citizenship: SANCO contribution to an Awareness Raising Campaign on Consumer Rights
<i>ODR Platform</i>	<ul style="list-style-type: none"> ▶ Development of the ODR platform <p><i>Note: Under the 2007-2013 Consumer Programme, there was no specific action dedicated to ODR, though some activities were conducted under this programme that were related to the early development of the platform (see fact sheet 9 for the 2014-2020 Consumer Programmes for more details).</i></p>
<i>Networking and events</i>	<ul style="list-style-type: none"> ▶ Consumer Day 2009

- ▶ Hearing on Agenda: reimbursement of costs for participants

Supporting activities

- ▶ Knowledge management tool
- ▶ Focus group on collective redress

V. Outputs and results of activities

ECC-Net

- ▶ Indicators related to the work of the ECCs, specifically the number of contacts received from consumers and the number of complaints received from consumers, are presented below.

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>
<i>Number of contacts from consumers^{b)}</i>	50 930	62 569	60 755	71 292	70 207	72 067	80 272
<i>Number of complaints received^{b)}</i>	24 810	26 674	27 601	28 927	26 909	32 197	32 522

Consumer Summit

- ▶ The 2009 European Consumer Summit focused on consumer trust in the digital marketplace. The agenda featured policy workshops on 'Consumer challenges and opportunities in the digital world' and 'Consumer advocacy'^{e)}
- ▶ The 2010 European Consumer Summit focused on more access, choice and fairness in services. The Summit focused on those service sectors that are the most relevant for consumers and which are underperforming for them, based on the market intelligence gathered as part of the Consumer Markets Scoreboard. These included energy and banking^{f)}
- ▶ The 2011 European Consumer Summit was held under the theme "EU consumer policy: the way ahead". Specific themes included: evidence base; participative enforcement; alternative dispute resolution; capacity-building of consumer organisations; consumer information and education^{g)}
- ▶ The 2012 European Consumer Summit was held under the theme "Consumer Agenda – Smart Consumers, Sustainable Consumption". It was the occasion to launch the European Consumer Agenda and kick off its implementation with the workshops on green claims and comparison tools^{h)}
- ▶ The 2013 European Consumer Summit focused on how Member States can enhance their cooperation to improve efficiency and reduce costs in consumer legislation enforcementⁱ⁾
- ▶ The 2014 European Consumer Summit focused on how we can ensure that consumers reap the full benefits from the digital sector^{j)}

EU consumer information/awareness-raising campaigns

- ▶ As well as explaining the new **sunscreen labelling system**, the Commission, through an information campaign in partnership with Member States sought to raise awareness that there are several reasons why sunscreen products should be only one out of a number of measures which are necessary to protect from the UV radiation of the sun. The improved labelling regime was phased in and appeared on 20% of sunscreen bottles during summer 2007^{k)}
- ▶ The first wave of the information campaign about consumer rights in **Latvia** was launched in mid-March 2009 and continued until the beginning of May 2009. The second wave started in the middle of August 2009 and lasted until the beginning of October 2009. The campaign included TV spots, print

ads in newspapers, public relations activities, a campaign website and web ads featuring Linda, a consumer becoming more aware of her rights and beginning to speak up about them. In a 2009 Flash Eurobarometer survey, more than half of survey participants said they had seen or heard messages about consumer rights in the months prior to the survey. Three-quarters (76%) of survey participants aware of any of the messages about consumer rights assessed the campaign positively ^{p)}

- ▶ An EU information campaign about consumer rights in **Bulgaria** ran throughout 2010 with the aim of raising awareness of EU consumer rights amongst Bulgarian citizens and to promote the Active Consumers consumer organisation as a source of information and advice. The main themes of the campaign covered consumer rights in case of faulty products, consumer credit and package holidays; these themes were promoted mainly in advertising on TV, the Internet, and the printed press, and through public and media relations activities. A 2010 Flash Eurobarometer survey found that the information campaign on consumer rights was well received by Bulgarians ^{o)}
- ▶ The 2012 information campaign on consumer's rights in **Romania** aimed at informing consumers about their rights as EU citizens, as well as encouraging them to be more assertive, both individually and by seeking help from consumer associations ^{l)}. A Flash Eurobarometer was subsequently carried out to measure the impact of the campaign. When first looking at the penetration and recall of the specific messages of the campaign, based on the survey results it can be said that the campaign has been successful in this respect. Almost half of the Romanians living in big cities remember coming across messages about consumer rights and at least a quarter recalls messages linked to the specific topics of the campaign. The overall awareness of messages about consumer rights in general and about standing up for one's consumer rights in particular show that more than seven out of ten respondents recall messages or news items about consumer rights. Throughout the campaign a very large share of the audience has found information linked to consumer rights useful. Furthermore, the content of the information has been assessed in predominantly positive terms as being a message understandable, persuasive and easy to remember ^{m)}
- ▶ The 'Knowing your consumer rights with regard to credit agreements' campaign was launched in 2013 to raise awareness among the target audience (consumers between the age of 18 and 35) of a specific subset of rights granted by the EU Consumer Credit Directive.
- ▶ The first round of the campaign ran from May 2013 until March 2014 in Ireland, Malta, Spain and Cyprus. The slogan message of the campaign was: 'Need credit? Don't just sign. You have rights'. In order to reach the target audience, the following channels were used:^{s)}
 - ▶ Key local stakeholders;
 - ▶ Media and advertising;
 - ▶ Informational webpages on the DG SANCO website;
 - ▶ Social media;
 - ▶ Point-of-sales activities;
 - ▶ Advertising materials; and
 - ▶ Other activities (determined locally).
- ▶ The effectiveness of the campaign was examined by whether the target audiences have been reached effectively and by assessing whether awareness of the specific CCD rights has risen. In terms of consumer recall of the campaign and its messages, when unprompted around 8% of respondents to the evaluation survey recalled seeing a campaign on consumer credit in the last 6 months. When prompted, this figure increased to around half of respondents (51%). Prior to the campaign most

people in Member States were able to correctly answer statements about their rights with the exception of 'The consumer has 14 calendar days to withdraw from a credit agreement without any explanation' which received the lowest overall correct score in each country (TNS survey). After the campaign launch, this particular question still has the lowest correct response compared to the other questions, but the total proportion of correct responses has increased by 3% in Spain and by 1% in Ireland⁵⁾

- ▶ A December 2013 Flash Eurobarometer survey was the first of a series of three surveys related to an information campaign on consumer rights in **Croatia**. It served as a benchmark for the campaign preparationsⁿ⁾

VI. Excerpts from previous assessments/evaluations

<i>ECC-Net</i>	Evaluation of the European Consumer Centres Network – Final Report (CPEC, 2011)	<p>The main messages of the evaluation are as follows:</p> <ul style="list-style-type: none"> ▶ "The services provided by the ECC-Net are highly relevant to the needs of the European consumers. The evidence points to growing demand for the services offered by the Network. The number of consumer enquiries (information requests, complaints and disputes) handled by the Network rose by 25% over the period 2005 to 2009. Moreover, 87% of the respondents to the user survey (conducted as part of the evaluation), consider that the ECCs provide a useful service to consumers" ▶ "The direct financial benefit accruing to consumers as a result of the ECCs' actions outweighs the cost to the tax payer of supporting the ECCs. The Network delivered direct financial benefits to consumers of at least 1.77 times its cost to the taxpayer during 2010. Additionally, there are significant non-quantifiable benefits such as consumer detriment avoided and increased confidence in cross border shopping attributable to ECCs' activities" ▶ "Nonetheless, the scale of the challenge facing the ECCs is huge. Overall, 79% of EU citizens do not know where to get information and advice about cross-border shopping in the EU" ▶ "And, while most users (74%) are satisfied with the quality of the service they receive from the Network, the ECCs' actions are having a limited impact on consumer confidence in cross border shopping. Only 29% of the respondents to the user survey reported an increase in confidence as a result of contacting the ECCs; while 19% reported a fall in confidence" ▶ "This is because a significant proportion of the cases handled by the ECCs are closed without any solution each year (27% in 2008 and 39% in 2009) or transferred to other organisations (11% in 2008 and 13% in 2009). The ECC-Net's ability to facilitate access to redress is constrained by a number of external and internal factors" ▶ "The main external constraints to delivery are: lack of a well-functioning ADR system across Europe; and lack of willingness on the part of some traders to engage with the ECCs in resolution of consumer complaints. Internal weaknesses include: lack of effective case handling protocols; limited resources spread too thinly across a range of activities; and, lack of effective performance
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management tools"

- ▶ "The ECC-Net plays a dual role in the context of difficulties related to cross-border shopping: "
 - ▶ Reducing the detriment experienced by consumers who have encountered problems with their cross border purchases by providing them with assistance in the resolution of their individual cross border complaints; and,
 - ▶ Improving consumer welfare (through access to greater choice and lower prices) by providing them with information and advice on their rights (so that they can participate with confidence in the internal market) "
- ▶ "The consumer policy strategy for 2007-2013, foresaw the ECC-Net as an important instrument 'to promote consumer confidence by advising citizens on their rights as consumers and providing easy access to redress in cross border cases'. However, in its current form, the ECC-Net is only partially meeting these objectives. A significant proportion of the complaints dealt with by ECCs are closed without any solution (27% in 2008 and 39% in 2009) or transferred to other organisations (11% in 2008 and 13% in 2009); and so far, the Network has had a limited impact on the confidence of the consumers who have used its services (only 29% of the respondents to the user survey reported an increase in confidence as a result of contacting the ECCs; while 19% reported a fall in confidence)"
- ▶ "Overall, a vast majority of the consumers contacting the ECCs (74%) are satisfied with the quality of the service they receive. The minority (14%) who were not satisfied typically stressed the prolonged time taken in case handling and/or that their particular complaint was not resolved to their satisfaction. The inability of the ECCs to secure redress is a source of disappointment for many unsatisfied users"
- ▶ "Cooperation between the ECCs within the Network is a source of added value. Most ECCs participate in joint projects which are undertaken to investigate specific sectors or issues where consumers are experiencing particular difficulties. Participation in joint projects is normally voluntary and ECCs become involved by indicating their interest in a given topic. There have been issues with the quality of some joint projects (such as use of unreliable data and delay in publication of results) which have undermined their utility. ECCs involved in joint projects should put in place effective quality control and quality assurance measures to avoid such issues from recurring"
- ▶ "Some ECCs are adequately resourced; while others are not (particularly those hosted by NGOs). According to the results of the ECC survey, 52% (or 15 out of 29 ECCs) are of the opinion that they are adequately resourced; compared to 48% (or 14 ECCs) who think otherwise. Moreover, a vast majority of the ECCs (24 ECCs) indicate that they have little or no margin to deal with a sudden increase in the level of enquiries; and their present level of funding is too little to deliver additional promotional activity or an increased volume of consumer enquiries" ^{r)}

<i>raising campaigns</i>	information campaign "Knowing your rights with regard to consumer credit" (2014) ^{s)}	<p>target audience in Ireland, Malta, Spain and Cyprus."</p> <p>► "In terms of consumer recall of the campaign and its messages, when unprompted around 8% of respondents to the evaluation survey recalled seeing a campaign on consumer credit in the last 6 months. When prompted, this figure increased to around half of respondents (51%)."</p> <p>► "In terms of consumer awareness of their rights, prior to the campaign most people in Member States were able to correctly answer statements about their rights after the campaign launch the total proportion of correct responses has increased across some questions. However, the total answering all five questions correctly remains low, between 17% and 27%."</p> <p>► "Overall the impact of the campaign has been moderate with some positive aspects. There is some anecdotal evidence of behaviour change among consumers. The campaign appeared to offer good value for money when considered alongside the only other campaign for which cost data was available, suggesting that, with some exceptions, the campaign was generally efficient in reaching people, although as noted earlier, it is less clear whether it was efficient and cost effective in reaching the right people (i.e. the target audience)."</p> <p>► Regarding efficiency: "The results are mixed, with some significant variations across Member States, especially regarding social and traditional media outputs. ... Overall, the campaign appeared to offer good value for money when considered alongside the only other campaign for which cost data was available, suggesting that, with some exceptions, the campaign was generally efficient in reaching people, although it is less clear whether it was efficient and cost effective in reaching the right people (i.e. the target audience)."</p>
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No previous assessment/evaluation available for other activities

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of interviews conducted)

Questions: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice?/To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress?/To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: EU consumer information/awareness raising campaigns – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=56, 72, 43)

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
<i>ECC-Net</i>	4.0*	4.1	4.4	3.8	3.3	4.1
<i>Consumer Summit</i>	3.5	3.1	3.6	3.3	3.0	3.3
<i>EU consumer information/awareness-raising campaigns</i>	3.0*	3.2	3.6	3.5	3.0*	3.4

*Note: * The base size for the average calculation is less than three.*

VIII. Key sources

<i>Legislation</i>	<p>a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)</p> <p>l) European Commission, Annex to the Commission implementing decision on the adoption of a work programme for 2017 and on the financing of the Consumer Programme</p>
<i>Annual reports</i>	<p>k) CHAFA 2015 Annual Activity Report</p> <p>l) EAHC 2012 Annual Activity Report</p>
<i>Studies/reports/ EC documents</i>	<p>b) European Consumer Centres ECCs): Status review and future challenges (Deloitte, 2017)</p> <p>c) European Commission, Staff Working Document on knowledge-enhancing aspects of consumer empowerment 2012-2014 (2012)</p> <p>m) Flash Eurobarometer 333: Consumer Rights in Romania – Third Wave</p> <p>n) Flash Eurobarometer 389 : Consumer Rights in Croatia</p> <p>o) Flash Eurobarometer 295: Consumer protection and consumer rights in Bulgaria – Third Wave</p> <p>p) Flash Eurobarometer 268: Consumer protection and consumer rights in Latvia – Third Wave</p> <p>q) Assessing the Scope of European Dispute Resolution Platform (European Parliament 2012)</p> <p>r) <u>Evaluation of the European Consumer Centres Network – Final report (CPEC 2011)</u></p> <p>s) ICF, Evaluation of the information campaign "Knowing your rights with regard to consumer credit" (2014)</p>
<i>Other documents/ websites</i>	<p>d) http://ec.europa.eu/justice/events/european-consumer-summit/2015/index_en.htm (Accessed 2018-01-17)</p> <p>e) http://history.edri.org/edri-gram/number7.7/behavioural-target-eu-consumers (Accessed 2018-01-17)</p> <p>f) http://europa.eu/rapid/press-release_IP-10-293_en.htm?locale=en (Accessed 2018-01-17)</p> <p>g) http://ec.europa.eu/dgs/health_consumer/information_sources/consumer_affairs_events_2011_en.htm (Accessed 2018-01-17)</p> <p>h) http://ec.europa.eu/dgs/health_consumer/information_sources/consumer_affairs_events_2012_en.htm (Accessed 2018-01-17)</p> <p>i) http://europa.eu/rapid/press-release_IP-13-228_en.htm (Accessed 2018-01-17)</p> <p>j) http://europa.eu/rapid/press-release_IP-14-353_en.htm (Accessed 2018-01-17)</p> <p>k) http://europa.eu/rapid/press-release_IP-07-1036_en.htm (Accessed 2018-01-17)</p>

11. Actions on consumer education

I. Specific objective and eligible actions

Specific objective to which the actions are related	Defined in Annex I of Decision No 1926/2006/EC establishing a programme of Community action in the field of consumer policy for the years 2007-2013 as follows: Objective II – To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress
Eligible actions	Defined in Annex I of the Decision: Actions on consumer education, including: <ol style="list-style-type: none"> 1. Specific actions targeted at young consumers, old consumers and vulnerable groups of consumers who are clearly less able to defend their interests, and the development of interactive tools for consumer education 2. Financial contributions to the development of integrated European Master Degree courses in consumer issues, including a scheme of scholarships enabling students to spend up to six months in a different country

II. Description of activities

<i>EU consumer education resources</i>	<ul style="list-style-type: none"> ► DOLCETA (Development of Online Consumer Education Tools for Adults) was an online consumer information and education resource developed since 2002, which was targeted at teachers of adult, primary and secondary education, and the general public. DOLCETA was designed and developed at a time when there were limited available information resources online, very limited consistent and multi-lingual information, and very limited curriculum support at the pan-EU level. A multi-lingual website was developed with an investment of around EUR 9 million, DOLCETA contained information such as consumer rights and product safety, as well as teachers' resources (including lesson plans) about consumer education topics. It originally comprised seven modules (product safety, services of general interest, travel and tourism, being a consumer, food safety, pharmaceutical and cosmetics, nutrition and consumer health) and there were 27 versions of the portal for each Member State ^{b)} ► Europa Diary, a multilingual paper-based Diary, was distributed to European schools since 2003-4 targeted at students aged 15-18, with a focus on consumer affairs and accompanied by structured teachers' resources and lesson plans. ^{b)} ► Three Master programmes were launched in 2008 with objectives to develop research and teaching in consumer affairs in EU higher education institutions, creating consumer 'professionals' who then move into the labour market and work in organisations that champion EU consumers. The multi-lateral Master-level courses were funded across three multi-national university consortia, with scholarships provided to students, and a budget of €3.2 million. ^{b)}
<i>Other EU consumer policy studies (e.g. evaluations)</i>	The financial allocation for the Programme also covered expenses pertaining to preparatory, monitoring, control, audit and evaluation activities which are required directly for the management of the Programme and the achievement of its objectives; in particular, studies, meetings, information and publication actions. ^{a)}

III. Amounts committed during programme period (in '000 Euro)

	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	<u>2013</u>	<u>Total</u>	<u>% of total programme</u>
<i>EU consumer education resources</i>	3827	3338	4363	3158	1937	850	895	18368	12.4%
<i>Other EU consumer policy studies</i>	0	0	0	0	99	0	0	99	0.1%

IV. Specific activities funded during programme period (title of projects according to EC budget data)

<i>EU consumer education resources</i>	<ul style="list-style-type: none"> ▶ European Consumer Diary ▶ European Consumer 2010/2011 corrigendum ▶ Website maintenance – Europa Diary ▶ VNR Diary ▶ Dissemination of DOLCETA modules ▶ DOLCETA – new module on financial education ▶ DOLCETA – new module on liberalisation of services ▶ DOLCETA – new module on sustainable consumption ▶ DOLCETA conference ▶ DOLCETA enhancement ▶ Updating of Dolceta modules ▶ DOLCETA handover of website and extension of hosting ▶ DOLCETA – printing of teachers kit ▶ DOLCETA IT export ▶ Follow-up to DOLCETA/European Consumer Diary ▶ Interactive community website for teachers ▶ Masters ▶ Masters - scholarships
<i>Other EU consumer policy studies (e.g. evaluations)</i>	<ul style="list-style-type: none"> ▶ External evaluation on education projects

V. Outputs and results of activities

EU consumer education resources ▶ The table below displays the total number of visits to the **DOLCETA** website from 2012-2013 by module. ^{d)}

<u>Module</u>	<u>02-09.2012</u>	<u>10.2012-02.2013</u>	<u>Total</u>
1	161 981	121 659	283 640
2	182 442	131 206	313 648
3	155 341	99 400	254 741
4	137 976	81 445	219 421
5	182 631	118 163	300 794

6	60 457	41 416	101 873
7	75 086	52 894	127 980
<i>Total</i>	<i>955 914</i>	<i>646 183</i>	<i>1 602 097</i>

- The 2011-12 edition of the **Europa Diary** involved content from 21 Commission Departments, and 4,344,575 printed copies were sent to 27,079 schools in the EU-27, and in 23 languages. Around €10 million was invested into the Diary as of 2011. The Diary has been a key vehicle through which pan-European consumer information has been communicated to target year groups of students across the EU, and accompanying it has been a suite of curriculum support resources that teachers can adapt as needed to their curriculum needs.^{b)} Europa Diary was delivered only upon request to teachers who committed to distributing it to their students and to using it in the classroom. With respect to the 2011/2012 edition, over 27 000 orders were received, amounting to over 4 million copies. 29 national editions of the Diary and Teachers' Guide were produced and approved for printing^{e)}
- A call for proposals for the development of **European Masters courses** was published on 20 March 2007. Eleven proposals were received, with three successful consortia being selected, involving 13 individual universities. The courses have stimulated multi-disciplinary, multi-institutional and multi-national teams to develop advanced higher education curricula in a subject area (consumer issues) which span many disciplinary areas. The table below presents students enrolled by consortium and academic year:^{b)}

<u>Consortium</u>	<u>2009/2010</u>	<u>2010/2011</u>
<i>EURECA (European Master Programme in Consumer Affairs)</i>	44	139
<i>EUROCEM (Master Européen en Management des Relations Consommateurs)</i>	14	27
<i>EMCA (European Master in Consumer Affairs)</i>	113	-

VI. Excerpts from previous assessments/evaluations

EU consumer education resources

Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys, 2011)^{b)}

- **"The Master courses** have been an innovative and creative intervention by DG SANCO to stimulate the creation of highly-educated consumer specialists. The evidence gained about the Master courses shows the clear relevance of this SANCO intervention, and demonstrates the energy with which the consortia engaged with the challenges of building Master courses on a transversal subject area, across countries and institutions. The single cycle of funding has meant that the consortia needed to have the confidence to deliver the course from the outset, although the experience of some students indicated that this was sometimes challenging, and the courses at times were not fully joined-up. This is not uncommon; in the early days of Erasmus Mundus (EM)¹⁷ similar challenges were faced, and it took some years for courses and curriculum to become institutionally embedded and joined-up. Courses, once operational, were guided towards applying to the EM Master Course funding stream of DG EAC. However, the evidence shows there could be no assurance that what they built for SANCO was a direct fit for the EM course model,

and the SANCO courses succeeded or failed purely on the basis of how they moulded their offer to the highly competitive EM requirements, where there is a 10% success rate for funding as a result of the high application levels. At the European scale the overall impact for the European consumer marketplace is likely to be limited (a modest number of graduates) and localised (the private sector is the main current destination for graduates, and the curricula remain with the three consortia). It would be a considerable expense for SANCO to scale up funding for more courses to create a substantial body of consumer specialists, and we recommend therefore that SANCO directs higher education actors to Erasmus Mundus having shown through the existing courses that there is a market demand for highly qualified consumer specialists"

- ▶ "The multi-lingual **Europa Diary** has been a success story for SANCO in terms of sheer numbers of schools and students receiving it. The process of ensuring that a new cohort of students aged 15-18 received the Diary each year has been managed cost-effectively by the contractor, although there have been some problems with information consistency and accuracy (for example the omission of some Christian holidays), and with a printed format providing updates and corrections is logistically complex. The paper Diary for students is accompanied by a Teacher's Guide with other online resources, and these resources have been valuable and widely used by teachers, especially since they are provided in all EU official languages. However, the actual Diary has built up a dependency on a specific dissemination channel, the printed version. The next edition (2012-13) has been suspended pending a broader reflection from SANCO and the outcomes of this evaluation. If the existing Framework Contract had been renewed this evaluation would have been partly compromised since the Diary would remain locked into a print-only format. Given the wide variation in demand and use for the existing printed Diary we recommend that it continues, but in a different form. It needs to be provided in flexible formats (printed, and electronic content for example suitable for access online and via phone Apps), and the information needs to be more dynamic. Because this evaluation only reviewed demand and use in a sample of MS it is not acceptable to take this limited spatial information and impute the finding across the EU. We therefore recommend that SANCO undertakes a feasibility study for the future nature of the format and delivery channels for the Diary"
- ▶ "**DOLCETA** has lost much of its rationale as Member State governments, consumer organisations and businesses have built rich sources of information. This is particularly evident where DOLCETA is reproducing material which is available through national portals – and where national portals are richer and more regularly updated. As the increasingly heterogeneous landscape of consumer information and education has emerged across MS, the Framework Contract for DOLCETA has remained fixed on the model of creating information, making it consistently presented while still having the national characteristics evident, translating it, and releasing it online. DOLCETA has a confusing set of target users, ranging from teachers and students where

there are multi-lingual curriculum resources, to potentially all consumers for the national level information. The yearly update cycle is no longer fit for purpose, and the sections covering national level material are seen as useful where there is currently no national-level information and anachronistic where good information exists. It could be possible to make DOLCETA more dynamic, with more multi-lingual information clearly targeted at specific user groups, and continuing to provide curriculum resource for teachers, but that would involve scaling up the financial investment considerably. Given the existing usage levels of DOLCETA that does not appear a cost-effective option. The cost of creating a single module on DOLCETA has been €984,339. In the final year of the current contract the maintenance and update (covering the technical costs of the website) was €532,211, and given the low number of unique daily visitors that does not represent value for money. A crude cost estimate for the last year of maintenance would divide the €532,211 by 309*365 (112785) unique visits (and this is a maximum estimate because some unique visitors one month may return another and be re-counted as unique). That prices each visit at €4.7. DOLCETA, given its EU-27 multi-lingual scope, should have shown scale impact. It would be expected that an integrated information portal would be highly used, but the DOLCETA site has only recently started to record usage and the early statistics indicate that the majority of the visitors spend limited time on the site. Our conclusion is therefore that DOLCETA as it currently stands may require too much resource to make it into a modern interactive portal for EU consumer education. SANCO should instead focus on the technical delivery of any solution as possibly involving a full reconsideration of the design and content requirements which would be expected to use the latest 'Web 2.0' technologies, to be designed with a clear sensitivity to user needs (access, structure, interaction etc.) and to conform to the accessibility standards in the context of eInclusion. We recommend not continuing to develop DOLCETA in its current form, but instead consider the existing information resources that have been developed in the context of Option 2."

Interim
Evaluation of the
European
Consumer Diary
Project – Final
Report (GHK,
2005) ^{†)}

► "The Diary has a high educational value in terms of consumer protection and EU information. Since consumer affairs are in general not an integral part of the school curriculum, the Diary is considered to be a very useful tool in providing young people with consumer education. Feedback received from all actors and users has revealed that it is a flexible educational tool which certainly meets its objectives. A positive feature of the Diary's content is that it was suitable for different levels of prior knowledge. It is highly recommended that the Diary Project continue after the third edition. The continuity of the initiative over a prolonged period should increase the potential impact. "

No previous assessment/evaluation available for other activities

VII. Stakeholder assessment of effectiveness of actions in the framework of this study (results of

interviews conducted)

Question: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder (N=48)

	Business association	Consumer organisation	ECC	Ministry or national authority	Other	All stakeholders
EU consumer education resources	-	3.2	3.4	3.3	3.0*	3.3

*Note: * The base size for the average calculation is less than three.*

VIII. Key sources

<i>Legislation</i>	a) Decision No 1926.2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013)
<i>Annual reports</i>	-
<i>Studies/reports/EC documents</i>	b) <u>Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys, 2011)</u> c) Re-design, re-branding and re-development of the Teachers' corner of www.DOLCETA.eu – Final Report d) Dolceta.eu user statistics e) Europa Diary – Additional final report of 2011-2012 editions f) Interim Evaluation of the European Consumer Diary Project – Final Report (GHK, 2005)
<i>Other documents/websites</i>	-

Annex II Actions under the Consumer Programme 2007-2013

Table 17: Action types under the Consumer Programme 2007-2013

No.	Action
Objective I: To ensure a high level of consumer protection, notably through improved evidence, better consultation and better representation of consumers' interests	
1.	<p>The collection, exchange, and analysis of data and information that provide an <i>evidence base for the development of consumer policy and for the integration of consumer interests in other Community policies</i>, including:</p> <ul style="list-style-type: none"> 1.1. Monitoring and assessment of market developments with an impact on the economic and other interests of consumers, including studies, price surveys, surveys of changes in the structure of markets, surveys of consumers and business, collection and analysis of consumer complaints, collection and analysis of data on cross-border business-to-consumer trade and markets. 1.2. Development and maintenance of databases. 1.3. Collection and analysis of statistical and other relevant evidence, the statistical element of which will be developed using as appropriate the Community Statistical Programme.
2.	<p>The <i>collection, exchange, analysis of data and information, and development of assessment tools that provide an evidence base on the safety of consumer goods and services</i>, including consumer exposure to chemicals released from products, risks and injuries in relation to specific consumer products and services, and technical analysis of alert notifications.</p>
3.	<p>Support for <i>scientific advice and risk evaluation</i>, including the tasks of the independent scientific committees established by Commission Decision 2004/210/EC of 3 March 2004 setting up Scientific Committees in the field of consumer safety, public health and the environment.</p>
4.	<p><i>Preparation of legislative and other regulatory initiatives and promotion of co-regulatory and self-regulatory initiatives</i>, including:</p> <ul style="list-style-type: none"> 4.1. Legal and technical expertise, including studies, in relation to regulation and its impact. 4.2. Legal and technical expertise, including studies, in relation to policy development on the safety of products and services and the economic and legal interests of consumers. 4.3. Legal and technical expertise, including studies, in relation to assessment of the need for product safety standards and the drafting of standardisation mandates for products and services. 4.4. Seminars, conferences, workshops and meetings of stakeholders and experts.
5.	<p>Financial contributions to the functioning of <i>European consumer organisations</i>.</p>
6.	<p>Financial contributions to the functioning of <i>European consumer organisations representing consumer interests in the development of standards for products and services at Community level</i>.</p>
7.	<p><i>Capacity building for regional, national and European consumer organisations</i>, notably through training and exchange of best practice and expertise for staff members, in particular for consumer organisations in Member States which acceded to the European Union on or after 1 May 2004.</p>

Objective II: To ensure the effective application of consumer protection rules, in particular through enforcement cooperation, information, education and redress

8. *Actions to improve the effective application of Community consumer protection legislation, in particular Directive 2001/95/EC of the European Parliament and of the Council of 3 December 2001 on general product safety and Regulation (EC) No 2006/2004 of the European Parliament and of the Council of 27 October 2004 on cooperation between national authorities responsible for the enforcement of consumer protection laws, including:*
 - 8.1. Actions to improve the coordination of monitoring and enforcement and to improve cooperation between competent authorities, including the development and maintenance of IT tools (e.g. databases, information and communication systems) and the organisation of seminars, conferences, workshops and meetings of stakeholders and experts on enforcement, exchanges of enforcement officials and training, also for members of the judiciary.
 - 8.2. Monitoring and assessment of the safety of non-food products and services, including the reinforcement and extension of the scope and operation of the RAPEX alert system, taking developments in market surveillance information exchange into account, and the further development of the consumer product safety network as provided for in Directive 2001/95/EC.
 - 8.3. Joint monitoring and enforcement actions and other actions in the context of administrative and enforcement cooperation.
 - 8.4. Actions for administrative and enforcement cooperation with third countries which are not participating in the programme.
9. *Legal and technical expertise, including studies, for the monitoring and assessment of the transposition, implementation and enforcement of consumer protection legislation by Member States, notably Directive 2005/29/EC of the European Parliament and of the Council of 11 May 2005 concerning unfair business-to-consumer commercial practices in the internal market and Regulation (EC) No 2006/2004. This also includes the development and maintenance of easily and publicly accessible databases covering the implementation of Community consumer protection legislation.*
10. *Actions on information, advice and redress, including:*
 - 10.1. Monitoring the functioning of alternative dispute resolution schemes and assessing their impact.
 - 10.2. Financial contributions for joint actions with public or non-profit bodies constituting Community networks which provide information and assistance to consumers to help them exercise their rights and obtain access to appropriate dispute resolution (the European Consumer Centres Network).
 - 10.3. Actions improving communication with EU citizens on consumer issues, especially in Member States which acceded to the European Union on or after 1 May 2004, including publications on issues of interest for consumer policy, provision of information on-line, and actions providing information about consumer protection measures and consumer rights.
11. *Actions on consumer education, including:*
 - 11.1. Specific actions targeted at young consumers, old consumers and vulnerable groups of consumers who are clearly less able to defend their interests, and the development of interactive tools for consumer education.
 - 11.2. Financial contributions to the development of integrated European Master Degree courses in consumer issues, including a scheme of scholarships enabling students to spend up to six months in a different country

Source: Decision No. 1926/2006/EC of the European Parliament and of the Council of 18 December 2006 establishing a programme of Community action in the field of consumer policy (2007-2013). Note that sub-actions are not shown.

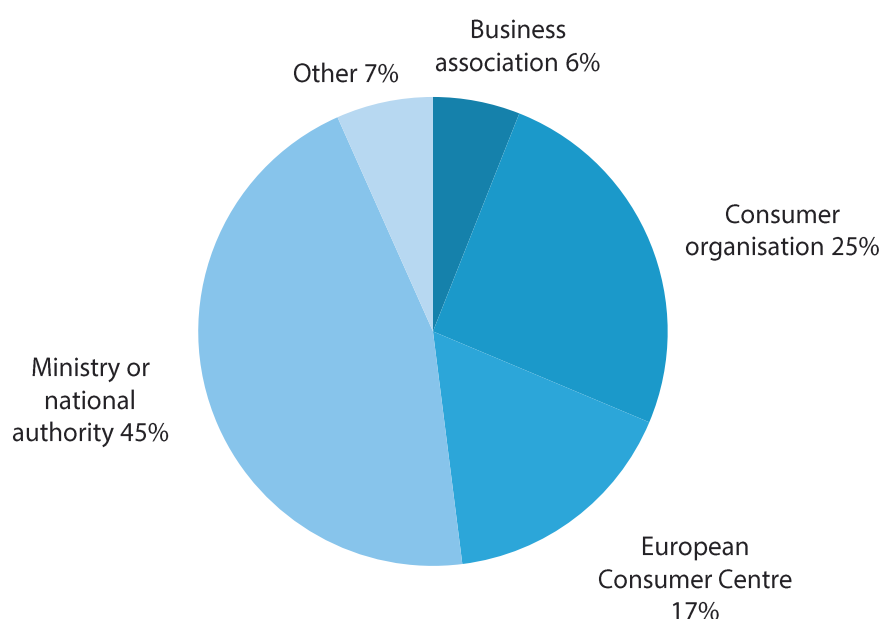
Annex III Results of the stakeholder interviews

In this annex we present the results of the stakeholder interviews regarding the Consumer Programme 2007-2013, on the basis of the interviews in all Member States, Norway, Iceland and at EU level conducted in the framework of this study. For all interview questions, breakdowns of results by stakeholder type are also provided.

1. Overview of interviewees

This analysis is based on 150 completed interview questionnaires.¹⁶² The figure below displays the breakdown by type of stakeholder: 45% were ministries or national authorities (N=68), 25% were consumer organisations (N=38), 17% were European Consumer Centres (N=25), 6% were business organisations (N=9) and 7% were other types of stakeholders (N=10) such as other government entities or ADR bodies.

Figure 21: Types of stakeholders interviewed



Source: Civic Consulting, stakeholder interviews, question 1. N=150 (N in this figure and hereafter refers to the number of completed interview questionnaires).

The table below shows the number of completed interview questionnaires by country.

¹⁶² Note that these 150 completed questionnaires correspond to 165 interviews, as in some cases separate interviews were conducted with two representatives of the same organisation that cover different areas (e.g. product safety and consumer policy), but were documented in one questionnaire, depending on the preference of the organisation.

Table 18: Number of completed interview questionnaires, by Member State

Country	Number of completed interview questionnaires	%
Austria	3	2%
Belgium	2	1%
Bulgaria	6	4%
Croatia	8	5%
Cyprus	3	2%
Czech Republic	8	5%
Denmark	5	3%
Estonia	5	3%
Finland	4	3%
France	7	5%
Germany	10	7%
Greece	3	2%
Hungary	9	6%
Iceland	2	1%
Ireland	4	3%
Italy	7	5%
Latvia	4	3%
Lithuania	4	3%
Luxembourg	3	2%
Malta	4	3%
Netherlands	3	2%
Norway	2	1%
Poland	8	5%
Portugal	5	3%
Romania	4	3%
Slovakia	4	3%
Slovenia	5	3%
Spain	3	2%
Sweden	6	4%
United Kingdom	5	3%
EU-level	4	3%
Total	150	100%

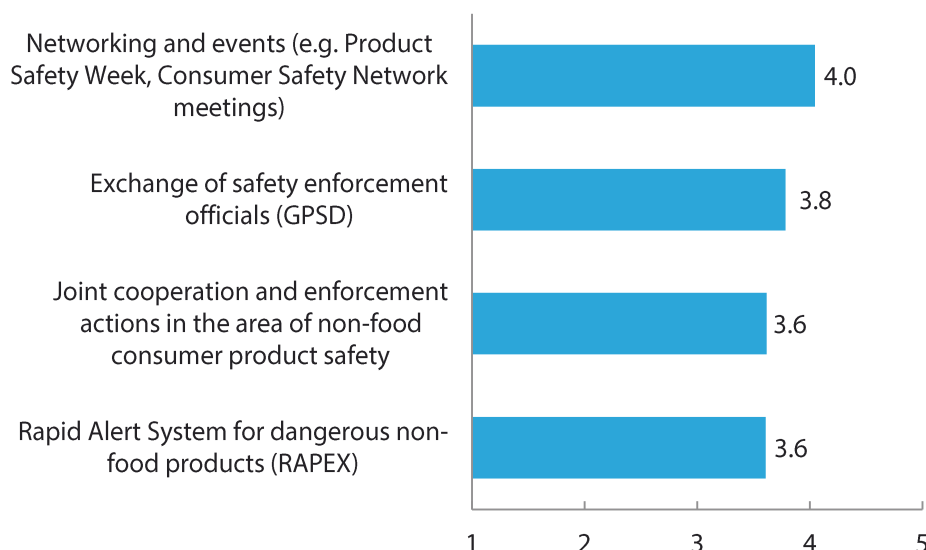
Sources: Civic Consulting, stakeholder interviews, question 1.

2. Effectiveness

In this section we present interview **results related to interviewees' assessments of effectiveness** of the 2007-2003 Programme activities by topical area. These assessments cover the period 2007-2013.

2.1 Product safety

Figure 22: To what extent have these activities been effective in consolidating and enhancing product safety through market surveillance in the European Union? CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)



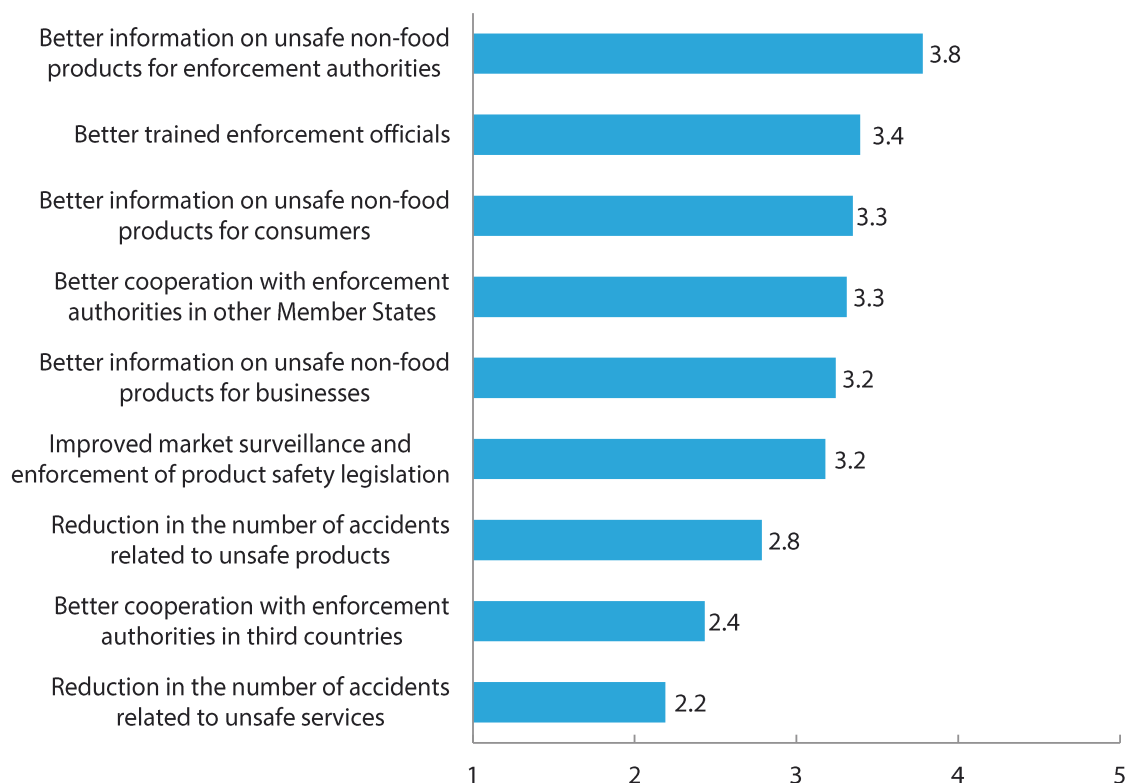
Source: Civic Consulting, stakeholder interviews, question 3. N=44, 23, 39, 61 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

As shown in the figure above, “networking and events” received the highest average assessment of effectiveness (4.0), largely due to high assessments provided by ministries and national authorities.¹⁶³ The activity with the second highest average assessment of effectiveness was “exchange of safety enforcement officials (GPSD)” (3.8). In this cluster, joint cooperation and enforcement actions in the area of non-food consumer product safety and RAPEX were seen as the least effective activities, both with an average assessment of 3.6.

Next, interviewees were asked to assess the benefits achieved by the activities related to product safety funded under the Consumer Programme 2007-2013.

¹⁶³ This stakeholder group provided an average assessment of 4.3.

Figure 23: Please assess to what extent these activities have achieved the following benefits in your country – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

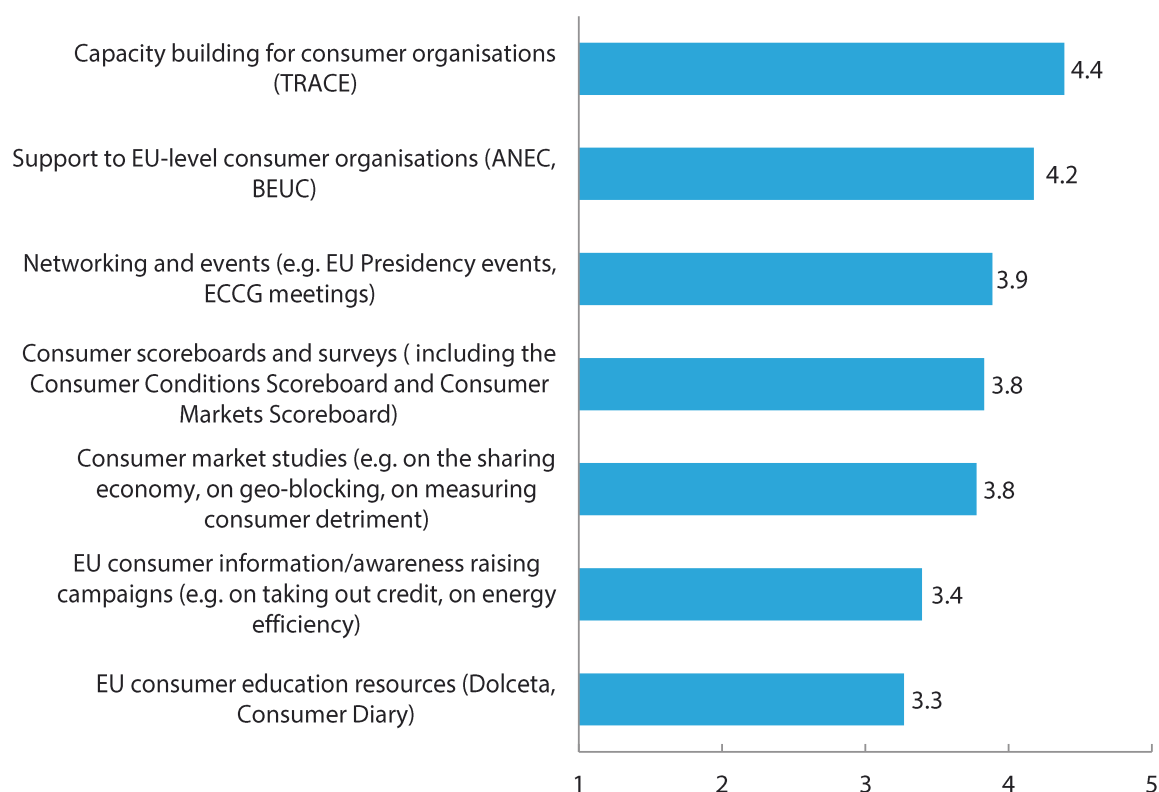


Source: Civic Consulting, stakeholder interviews, question 4. N=55, 38, 63, 45, 41, 56, 28, 30, 21. (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

As indicated in the above figure, “better information on unsafe non-food products for enforcement authorities” was indicated as the benefit with the highest level of achievement (3.8) resulting from product safety-related activities, followed by “better trained enforcement officials” (3.4) and “better information on unsafe non-food products for consumers” (3.3). The benefits assessed by interviewees as the least achieved, and below the midpoint of the scale, were “reduction in the number of accidents related to unsafe products” (2.8), “better cooperation with enforcement authorities in third countries” (2.4), and “reduction in the number of accidents related to unsafe services” (2.2).

2.2 Consumer education, information, and support to consumer organisations

Figure 24: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)



Source: Civic Consulting, stakeholder interviews, question 6. N=36, 45, 71, 65, 63, 43, 48 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

According to the figure above, interviewees (largely ECCs and consumer organisations) viewed “capacity building for consumer organisations (TRACE)” as the most effective activity related to consumer education, information and support to consumer organisations, rating it on average with 4.4.¹⁶⁴ “Support to EU-level consumer organisations (BEUC, ANEC)” was rated as the next-most effective activity (4.2); also rated with high average assessments of 4.5 and 4.1 by consumer organisations and ECCs respectively.

¹⁶⁴ ECCs and consumer organisations provided average assessments of 4.7 and 4.5, respectively.

Figure 25: Please assess to what extent these activities have achieved the following benefits in your country – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

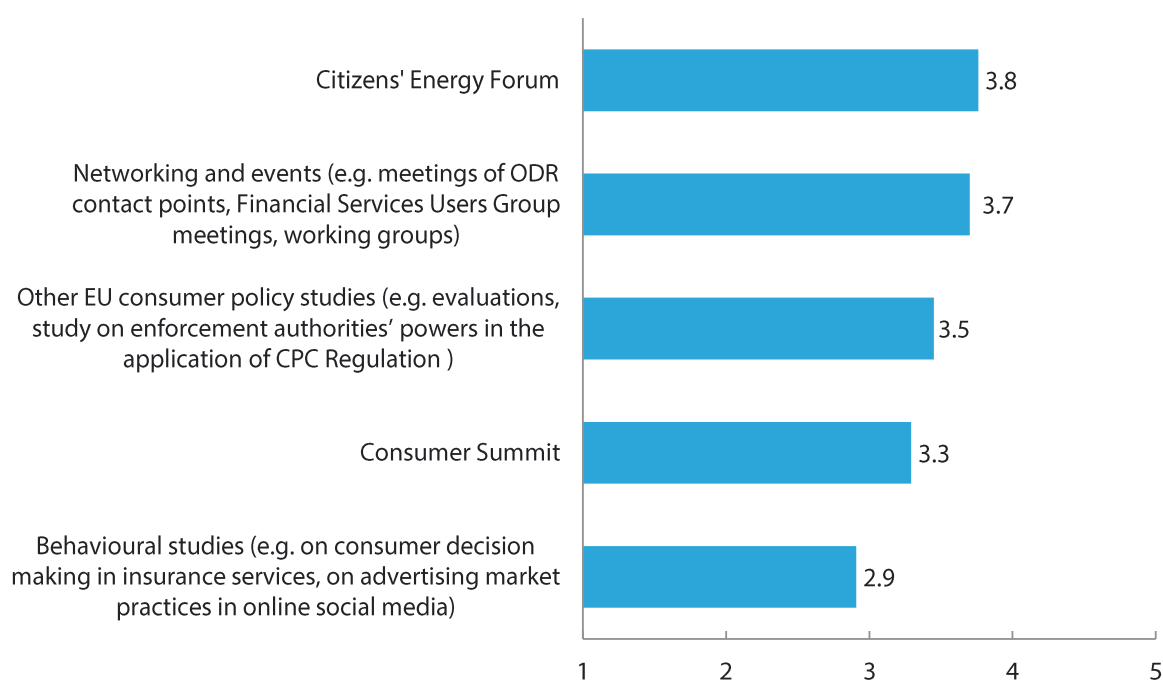


Source: Civic Consulting, stakeholder interviews, question 7. N=77, 65, 77, 51, 65, 63, 54 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

As shown in the figure above, “better information on consumer markets and problems across the EU to benchmark the situation in my country with the situation in other Member States” (3.6), “improved representation of consumer interests at EU level” (3.4) and “better information on consumer markets and problems in my country” (3.3) received the highest average assessments with respect to degree of achievement resulting from activities related to consumer education, information and support to consumer organisations. In contrast, “better data on consumer complaints in other Member States” and “improved capacity of national consumer organisations” received the lowest average achievement assessments below the midpoint of the scale (2.9 and 2.7, respectively).

2.3 Consumer rights and redress

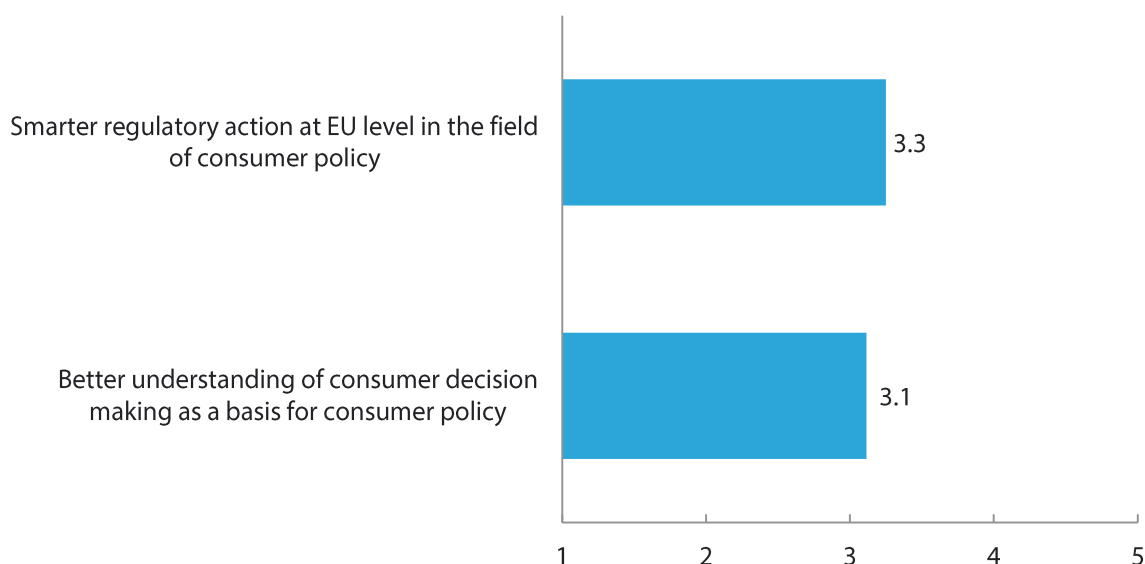
Figure 26: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)



Source: Civic Consulting, stakeholder interviews, question 9. N=21, 47, 62, 72, 44 (in the order of activities from top to bottom). Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities.

As shown in the figure above, "Citizens' Energy Forum" received the highest average effectiveness rating (3.8) among activities related to consumer rights and redress, driven mostly by high ratings of 4 and 5 awarded by consumer organisations (who provided an overall average assessment of 4.2). "Behavioural studies" received the lowest average effectiveness rating (2.9).

Figure 27: Please assess to what extent these activities have achieved the following benefits in your country – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

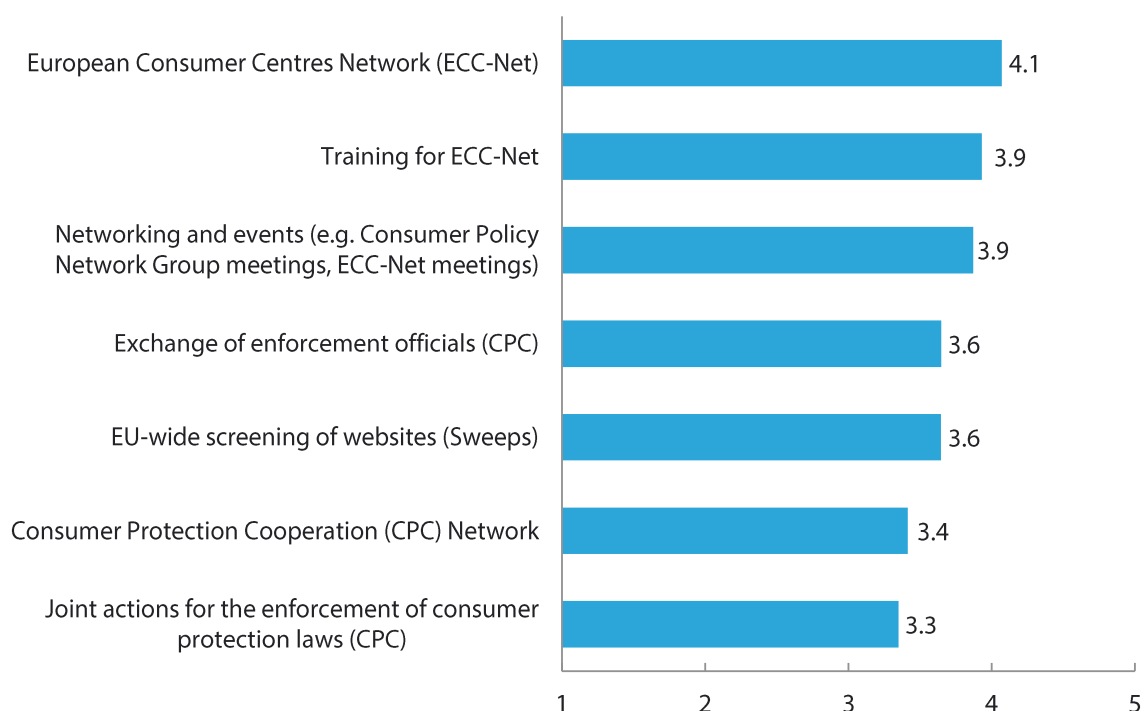


Source: Civic Consulting, stakeholder interviews, question 10. N=64, 70 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

As shown in the figure above, the benefits of “smarter regulatory action at EU level in the field of consumer policy” and “better understanding of consumer decision-making as a basis for consumer policy” received similar assessments (3.3 and 3.1, respectively) regarding their level of achievement resulting from activities related to consumer rights and redress. Both benefits received lower assessments from consumer organisations (2.7 and 2.8, respectively).

2.4 Enforcement of consumer rights

Figure 28: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)



Source: Civic Consulting, stakeholder interviews, question 12. N=56, 29, 54, 17, 48, 58, 43 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

The ECC-Net received the highest average effectiveness assessment (4.1) among all enforcement-related activities; ECCs and consumer organisations tended to indicate higher assessments with respect to this activity.¹⁶⁵ “Training for ECC-Net” and “networking and events” received the next-highest average effectiveness assessments (3.9). “Joint actions for the enforcement of consumer protection laws” received the lowest average effectiveness rating of 3.3.

¹⁶⁵ ECCs and consumer organisations provided respective average assessments of 4.4 and 4.1.

Figure 29: Please assess to what extent these activities have achieved the following benefits in your country. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

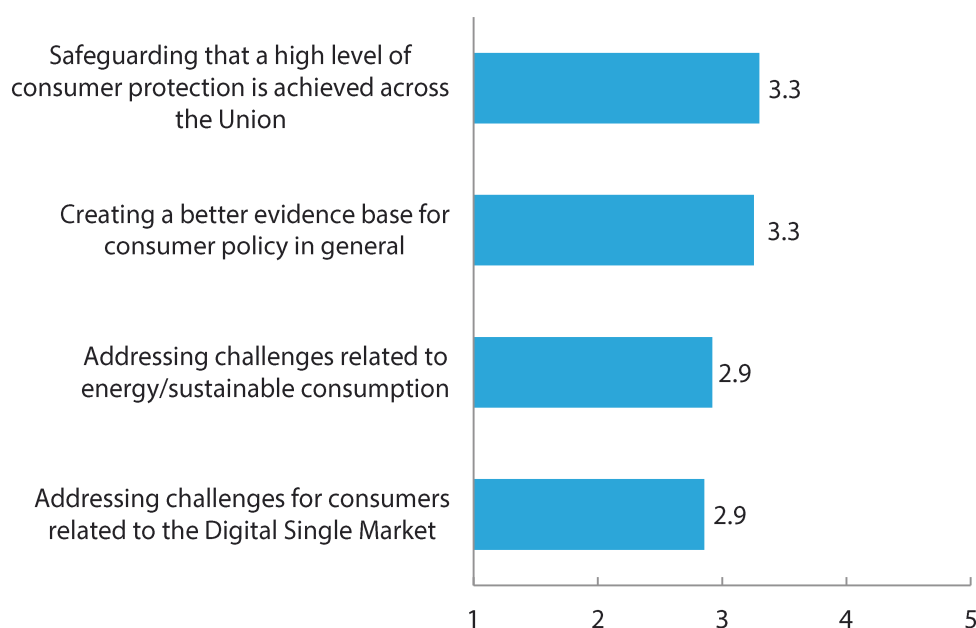


Source: Civic Consulting, stakeholder interviews, question 13. N=61, 40, 45, 57, 68, 55, 64, 66 (in the order of activities from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note that four interviewees also rated “other” benefits, providing an average assessment of 4.0 that is not presented in the figure, however these respondents did not elaborate on their assessment.

The benefits that received the highest average assessments for level of achievement were “better advice for consumers in cross-border cases in the EU” (3.7) and “better training of ECC staff” (3.5).

2.5 Addressing cross-cutting challenges

Figure 30: Please assess to what extent the Consumer Programmes have been effective in addressing the following challenges – CP 2007-2013. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)

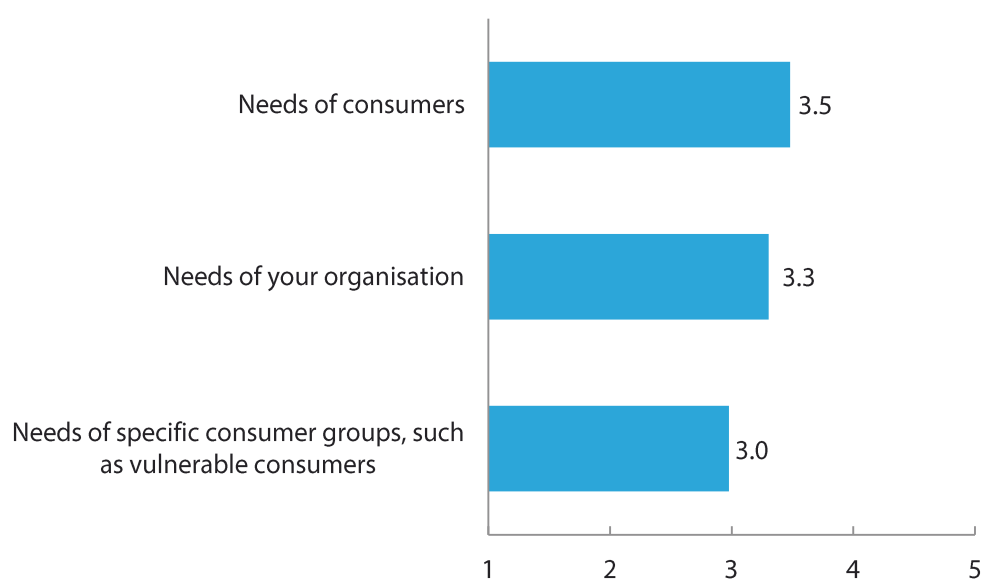


Source: Civic Consulting, stakeholder interviews, question 14. N=100, 90, 50, 84 (in the order of items from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment.

As shown in the figure above, the 2007-2013 Consumer Programme scored the highest in terms of effectiveness (3.3) with respect to the following challenges: “safeguarding that a high level of consumer protection is achieved across the Union” and “creating a better evidence base for consumer policy in general”, while average scores were below the midpoint of the scale for “addressing challenges related to energy/sustainable consumption” and “addressing challenges for consumers related to the Digital Single Market” (2.9).

3. Relevance

Figure 31: Please assess to what extent the objectives of the Consumer Programmes and the related activities have been appropriate to the needs of consumers and to the needs of your organisation – CP 2007-2013. Average assessments on a scale of 1 (Not at all appropriate to needs) to 5 (Very appropriate to needs)

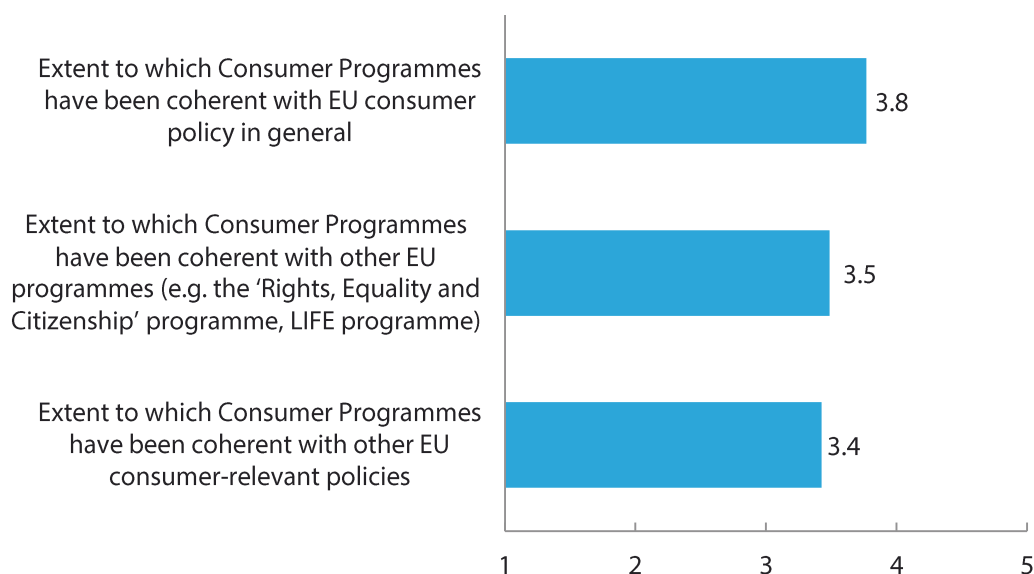


Source: Civic Consulting, stakeholder interviews, question 15. N=100, 102, 92 (in the order of items from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment.

As shown in the figure above, the objectives of the previous Consumer Programme were rated, on average, as being the most appropriate to the needs of consumers (3.5).

4. Coherence

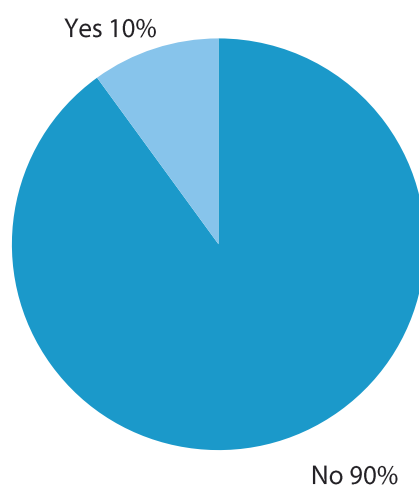
Figure 32: Please assess to what extent the objectives and priorities of the Consumer Programmes have been coherent with EU consumer policy in general, and with other EU consumer-relevant policies (e.g. energy, telecommunication, transport, digital single market, financial services)? – CP 2007-2013. Average assessments on a scale of 1 (Not at all coherent) to 5 (Very coherent)



Source: Civic Consulting, stakeholder interviews, question 18. N=74, 37, 68 (in the order of items from top to bottom). Not included were interviewees who answered "don't know" or who did not provide an assessment.

5. EU added-value

Figure 33: Based on your experience, do you consider that the same results would have been achieved in your country without the EU intervention through the Consumer Programmes (i.e. via initiatives funded only at national/regional level)? – CP 2007-2013



Source: Civic Consulting, stakeholder interviews, question 20. N=100. Not included were interviewees who answered “don’t know” or who did not provide an assessment.

As shown in the figure above, the vast majority of interviewees (90%) considered that the same results would *not* have been achieved in their countries without the EU interventions through the 2007-2013 Consumer Programme.

6. Sustainability

Figure 34: How likely do you consider it to be that effects of the Consumer Programme 2007-2013 last after the end of the Programme? Average assessments on a scale of 1 (Not at all likely that effects last after end of Programme) to 5 (Very likely that effects last after end of Programme)



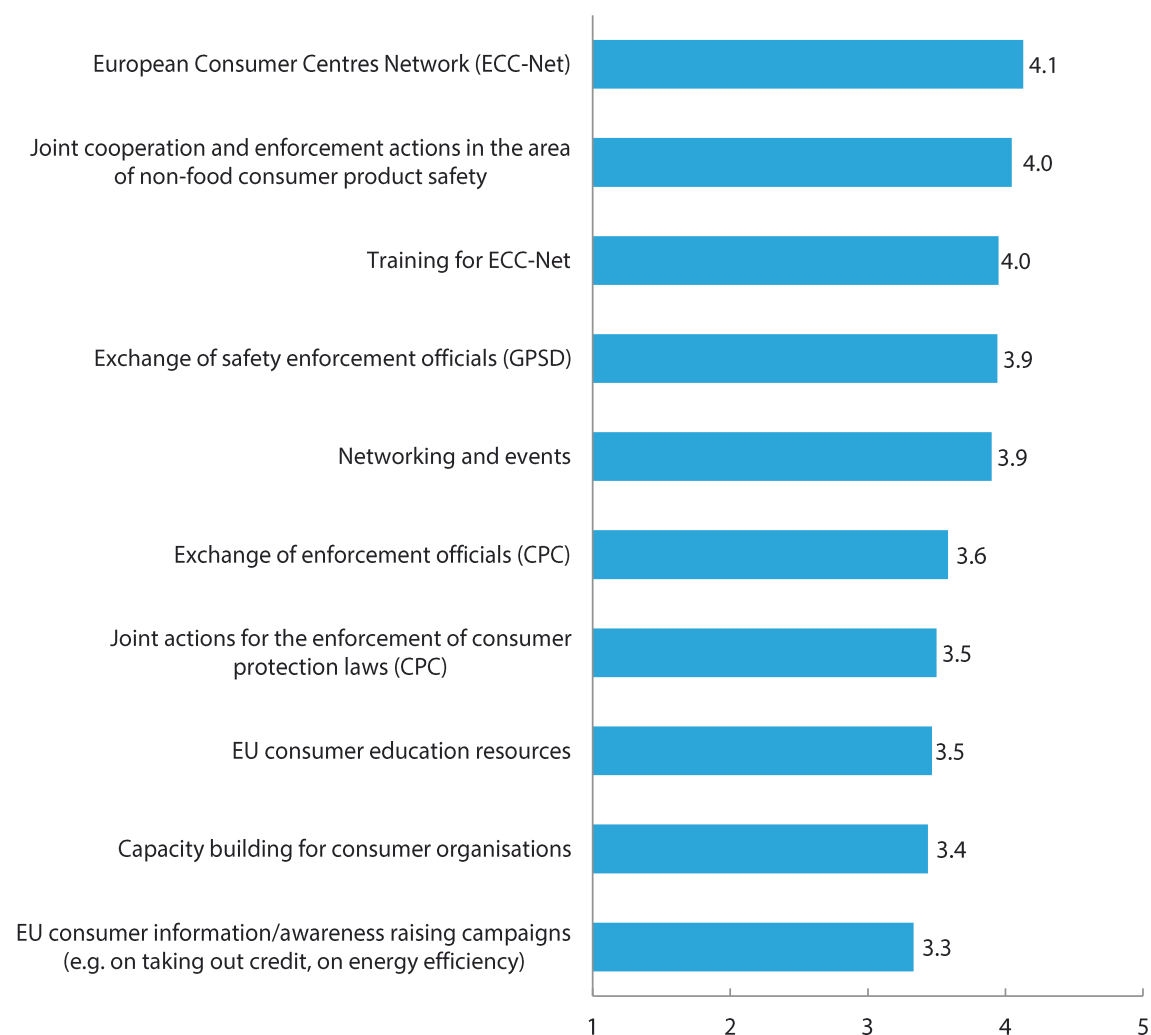
Source: Civic Consulting, stakeholder interviews, question 22. N=86, 88, 91, 77 (in the order of areas from top to bottom). Not included were interviewees who answered “don’t know” or who did not provide an assessment.

As shown in the above figure, the sustainability of the 2007-2013 programme was rated fairly uniformly across all four areas—“product safety” received an average assessment of 3.7, “enforcement of consumer rights” and “consumer rights and redress” received an average assessment of 3.6, and “consumer education, information and support to consumer organisations” was rated on average with 3.5.

7. Efficiency

The distribution of funds among the four programme areas received positive average assessments in terms of justification, with an average assessment of 3.7 for the previous programme. See corresponding figure in the efficiency section on the 2014-2020 Consumer Programme.

Figure 35: Please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013. Average assessments on a scale of 1 (Not at all affordable) to 5 (Very affordable)



Source: Civic Consulting, stakeholder interviews, question 27. N=31, 22, 20, 17, 40, 12, 18, 15, 16, 18 (in the order of items from top to bottom). Not included were interviewees who answered "don't know" or who did not provide an assessment. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc.

As show in the figure above, "ECC-Net", "joint cooperation and enforcement actions in the area of non-food consumer product safety" and "training for ECC-Net" received the highest average affordability assessments (4.1, 4.0 and 4.0). The activity that was ranked the lowest in terms of affordability is "EU consumer information/awareness raising campaigns", with an average assessment of 3.3.

8. Breakdowns by stakeholder type¹⁶⁶

Effectiveness

Product safety

Table 19: To what extent have these activities been effective in consolidating and enhancing product safety through market surveillance in the European Union? – CP 2007-2013: RAPEX. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	2	2	--	3.5
Consumer organisation	--	7	4	5	--	2.9
European Consumer Centre	--	--	2	--	1	3.7
Ministry or national authority	--	2	12	9	12	3.9
Other	--	--	--	2	1	4.3
All stakeholders	--	9	20	18	14	3.6

Sources: Civic Consulting, stakeholder interviews, question 3. N=61. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

¹⁶⁶ The assessments cover the period 2007-2013.

Table 20: To what extent have these activities been effective in consolidating and enhancing product safety through market surveillance in the European Union? – CP 2007-2013: Joint cooperation and enforcement actions in the area of non-food consumer product safety. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	1	--	1	--	3.0*
Consumer organisation	--	--	6	2	--	3.3
European Consumer Centre	--	--	1	--	--	3.0*
Ministry or national authority	1	1	7	9	8	3.8
Other	--	1	--	1	--	3.0*
All stakeholders	1	3	14	13	8	3.6

Sources: Civic Consulting, stakeholder interviews, question 3. Note: *The base size for the average calculation is less than three. N=39. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 21: To what extent have these activities been effective in consolidating and enhancing product safety through market surveillance in the European Union? – CP 2007-2013: Exchange of safety enforcement officials (GPSD). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	1	--	--	3.0*
European Consumer Centre	1	--	--	--	--	--
Ministry or national authority	1	2	5	8	6	3.9
Other	--	--	1	--	--	3.0*
All stakeholders	2	2	7	8	6	3.8

Sources: Civic Consulting, stakeholder interviews, question 3. Note: *The base size for the average calculation is less than three. N=23. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 22: To what extent have these activities been effective in consolidating and enhancing product safety through market surveillance in the European Union? – CP 2007-2013: Networking and events (e.g. Product Safety Week, Consumer Safety Network meetings). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	1	2	--	3.7
Consumer organisation	--	1	3	4	1	3.6
European Consumer Centre	--	--	1	1	--	3.5*
Ministry or national authority	--	1	5	8	15	4.3
Other	--	--	--	1	--	4.0*
All stakeholders	--	2	10	16	16	4.0

Sources: Civic Consulting, stakeholder interviews, question 3. Note: *The base size for the average calculation is less than three. N=44. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 23: Please assess to what extent these activities have achieved the following benefits in your country: Better information on unsafe non-food products for enforcement authorities. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	1	1	1	--	3.0
Consumer organisation	--	--	7	5	--	3.4
European Consumer Centre	--	--	--	1	1	4.5*
Ministry or national authority	--	1	10	16	8	3.9
Other	--	--	--	2	1	4.3
All stakeholders	--	2	18	25	10	3.8

Sources: Civic Consulting, stakeholder interviews, question 4. N=55. Note: *The base size for the average calculation is less than three. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 24: Please assess to what extent these activities have achieved the following benefits in your country: Better information on unsafe non-food products for businesses – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	1	1	1	--	3.0
Consumer organisation	--	2	3	2	--	3.0
European Consumer Centre	--	1	1	1	--	3.0
Ministry or national authority	1	4	9	9	2	3.3
Other	--	--	1	1	1	4.0
All stakeholders	1	8	15	14	3	3.2

Sources: Civic Consulting, stakeholder interviews, question 4. N=41. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 25: Please assess to what extent these activities have achieved the following benefits in your country: Better information on unsafe non-food products for consumers – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	--	6	8	3	3	3.2
European Consumer Centre	--	1	1	2	--	3.3
Ministry or national authority	1	3	14	12	4	3.4
Other	--	--	1	1	1	4.0
All stakeholders	1	10	26	18	8	3.3

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=63. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 26: Please assess to what extent these activities have achieved the following benefits in your country: Better trained enforcement officials – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	1	--	3.5*
Consumer organisation	--	--	1	2	--	3.7
European Consumer Centre	1	1	--	--	1	2.7
Ministry or national authority	2	1	11	11	3	3.4
Other	--	--	1	1	--	3.5*
All stakeholders	3	2	14	15	4	3.4

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=38. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 27: Please assess to what extent these activities have achieved the following benefits in your country: Improved market surveillance and enforcement of product safety legislation – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	1	--	3.5*
Consumer organisation	2	7	4	2	--	2.4
European Consumer Centre	--	--	2	1	--	3.3
Ministry or national authority	2	1	14	14	2	3.4
Other	--	--	--	2	1	4.3
All stakeholders	4	8	21	20	3	3.2

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=56. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 28: Please assess to what extent these activities have achieved the following benefits in your country: Better cooperation with enforcement authorities in other Member States – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	--	1	2	3	1	3.6
European Consumer Centre	1	--	2	--	--	2.3
Ministry or national authority	3	3	9	10	6	3.4
Other	1	--	--	1	--	2.5*
All stakeholders	5	4	15	14	7	3.3

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=45. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 29: Please assess to what extent these activities have achieved the following benefits in your country: Better cooperation with enforcement authorities in third countries – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	1	1	3	--	--	2.4
European Consumer Centre	--	1	1	--	--	2.5*
Ministry or national authority	4	6	8	1	--	2.3
Other	--	1	--	1	--	3.0*
All stakeholders	5	9	14	2	--	2.4

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=30. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 30: Please assess to what extent these activities have achieved the following benefits in your country: Reduction in the number of accidents related to unsafe products – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	2	5	3	1	--	2.3
European Consumer Centre	--	--	--	1	--	4.0*
Ministry or national authority	2	1	6	3	1	3.0
Other	--	--	--	1	--	4.0*
All stakeholders	4	6	11	6	1	2.8

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=28. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 31: Please assess to what extent these activities have achieved the following benefits in your country: Reduction in the number of accidents related to unsafe services – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	6	2	2	--	--	1.6
European Consumer Centre	--	--	1	--	--	3.0*
Ministry or national authority	1	2	4	--	--	2.4
Other	--	--	--	1	--	4.0*
All stakeholders	7	4	9	1	--	2.2

Sources: Civic Consulting, stakeholder interviews, question 4. Note: *The base size for the average calculation is less than three. N=21. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Consumer education, information, and support to consumer organisations

Table 32: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: EU consumer education resources (Dolceta, Consumer Diary). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	7	5	5	3	3.2
European Consumer Centre	1	2	3	2	3	3.4
Ministry or national authority	--	2	9	3	2	3.3
Other	--	--	1	--	--	3.0*
All stakeholders	1	11	18	10	8	3.3

Sources: Civic Consulting, stakeholder interviews, question 6. Note: *The base size for the average calculation is less than three. N=48. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 33: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: EU consumer information/awareness raising campaigns (e.g. on taking out credit, on energy efficiency). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	1	--	--	3.0*
Consumer organisation	--	4	7	4	2	3.2
European Consumer Centre	--	--	6	5	1	3.6
Ministry or national authority	--	1	5	5	1	3.5
Other	--	--	1	--	--	3.0*
All stakeholders	--	5	20	14	4	3.4

Sources: Civic Consulting, stakeholder interviews, question 6. N=43. Note: *The base size for the average calculation is less than three. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 34: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: Capacity building for consumer organisations (TRACE). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	2	7	13	4.5
European Consumer Centre	--	--	1	1	9	4.7
Ministry or national authority	--	--	2	--	--	3.0
Other	1	--	--	--	--	1.0
All stakeholders	1	--	5	8	22	4.4

Sources: Civic Consulting, stakeholder interviews, question 6. N=36. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 35: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: Support to EU-level consumer organisations (ANEC, BEUC). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	1	--	--	3.0*
Consumer organisation	--	1	3	4	17	4.5
European Consumer Centre	--	--	3	3	4	4.1
Ministry or national authority	--	--	4	3	--	3.4
Other	--	--	--	2	--	4.0*
All stakeholders	--	1	11	12	21	4.2

Sources: Civic Consulting, stakeholder interviews, question 6. N=45. Note: *The base size for the average calculation is less than three. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 36: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: Consumer scoreboards and surveys (including the Consumer Conditions Scoreboard and Consumer Markets Scoreboard). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	2	--	4.0*
Consumer organisation	--	--	8	5	7	4.0
European Consumer Centre	--	--	3	7	2	3.9
Ministry or national authority	--	2	7	15	3	3.7
Other	--	--	2	1	1	3.8
All stakeholders	--	2	20	30	13	3.8

Sources: Civic Consulting, stakeholder interviews, question 6. N=65. Note: *The base size for the average calculation is less than three. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 37: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: Consumer market studies (e.g. on the sharing economy, on geo-blocking, on measuring consumer detriment). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	2	2	--	3.5
Consumer organisation	--	1	9	6	3	3.6
European Consumer Centre	--	--	3	8	4	4.1
Ministry or national authority	--	--	6	12	2	3.8
Other	--	1	1	1	2	3.8
All stakeholders	--	2	21	29	11	3.8

Sources: Civic Consulting, stakeholder interviews, question 6. N=63. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 38: To what extent have these activities been effective in improving consumer education/information, developing the evidence base for consumer policy and providing support to consumer organisations? – CP 2007-2013: Networking and events (e.g. EU Presidency events, ECCG meetings). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	1	1	--	3.5*
Consumer organisation	--	--	8	9	5	3.9
European Consumer Centre	1	--	4	5	8	4.1
Ministry or national authority	--	2	5	15	5	3.9
Other	--	--	1	1	--	3.5*
All stakeholders	1	2	19	31	18	3.9

Sources: Civic Consulting, stakeholder interviews, question 6. Note: *The base size for the average calculation is less than three. N=71. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 39: Please assess to what extent these activities have achieved the following benefits in your country: Better resources for teachers as a basis for consumer education at schools – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	--	--	3.0*
Consumer organisation	--	3	4	7	3	3.6
European Consumer Centre	2	--	6	4	--	3.0
Ministry or national authority	1	1	11	5	--	3.1
Other	--	1	1	1	--	3.0
All stakeholders	3	5	23	17	3	3.2

Sources: Civic Consulting, stakeholder interviews, question 7. Note: *The base size for the average calculation is less than three. N=51. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 40: Please assess to what extent these activities have achieved the following benefits in your country: Better information for consumers (e.g. when taking out credit, or on energy efficiency) – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	1	--	3.5*
Consumer organisation	--	3	14	6	1	3.2
European Consumer Centre	--	1	9	2	2	3.4
Ministry or national authority	1	3	8	7	1	3.2
Other	--	1	3	1	--	3.0
All stakeholders	1	8	35	17	4	3.2

Sources: Civic Consulting, stakeholder interviews, question 7. Note: *The base size for the average calculation is less than three. N=65. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 41: Please assess to what extent these activities have achieved the following benefits in your country: Better information on consumer markets and problems in my country – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	2	--	3.7
Consumer organisation	3	3	8	11	1	3.2
European Consumer Centre	--	--	8	7	2	3.6
Ministry or national authority	1	4	11	9	1	3.2
Other	--	1	1	3	--	3.4
All stakeholders	4	8	29	32	4	3.3

Sources: Civic Consulting, stakeholder interviews, question 7. N=77. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 42: Please assess to what extent these activities have achieved the following benefits in your country: Better information on consumer markets and problems across the EU to benchmark the situation in my country with the situation in other Member States – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	2	--	3.7
Consumer organisation	2	1	7	11	5	3.6
European Consumer Centre	--	--	5	10	2	3.8
Ministry or national authority	1	2	11	9	2	3.4
Other	--	--	2	3	1	3.8
All stakeholders	3	3	26	35	10	3.6

Sources: Civic Consulting, stakeholder interviews, question 7. N=77. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 43: Please assess to what extent these activities have achieved the following benefits in your country: Better data on consumer complaints in other Member States – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	1	4	11	4	--	2.9
European Consumer Centre	1	3	6	6	1	3.2
Ministry or national authority	2	5	11	1	--	2.6
Other	--	1	2	2	--	3.2
All stakeholders	4	13	32	13	1	2.9

Sources: Civic Consulting, stakeholder interviews, question 7. Note: *The base size for the average calculation is less than three. N=63. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 44: Please assess to what extent these activities have achieved the following benefits in your country: Improved capacity of national consumer organisations – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	--	1	--	4.0*
Consumer organisation	6	9	7	6	--	2.5
European Consumer Centre	1	1	4	5	--	3.2
Ministry or national authority	--	2	7	2	--	3.0
Other	2	--	1	--	--	1.7
All stakeholders	9	12	19	14	--	2.7

Sources: Civic Consulting, stakeholder interviews, question 7. Note: *The base size for the average calculation is less than three. N=54. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 45: Please assess to what extent these activities have achieved the following benefits in your country: Improved representation of consumer interests at EU level – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	--	2	--	4.0*
Consumer organisation	1	5	6	12	3	3.4
European Consumer Centre	--	1	7	5	3	3.6
Ministry or national authority	1	--	7	8	1	3.5
Other	1	1	--	1	--	2.3
All stakeholders	3	7	20	28	7	3.4

Sources: Civic Consulting, stakeholder interviews, question 7. Note: *The base size for the average calculation is less than three. N=65. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Consumer rights and redress

Table 46: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013: Behavioural studies (e.g. on consumer decision making in insurance services, on advertising market practices in online social media). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
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Business association	--	1	2	--	--	2.7
Consumer organisation	--	8	6	1	1	2.7
European Consumer Centre	--	--	5	1	1	3.4
Ministry or national authority	1	4	6	3	1	2.9
Other	--	1	1	1	--	3.0
All stakeholders	1	14	20	6	3	2.9

Sources: Civic Consulting, stakeholder interviews, question 9. N=44. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 47: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013: Other EU consumer policy studies (e.g. evaluations, study on enforcement authorities’ powers in the application of CPC Regulation). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	3	--	--	3.0
Consumer organisation	--	1	5	8	1	3.6
European Consumer Centre	--	1	4	4	2	3.6
Ministry or national authority	2	2	11	12	1	3.3
Other	--	--	2	2	1	3.8
All stakeholders	2	4	25	26	5	3.5

Sources: Civic Consulting, stakeholder interviews, question 9. N=62. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 48: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013: Consumer Summit. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	1	1	1	1	3.5
Consumer organisation	1	6	5	6	2	3.1
European Consumer Centre	--	2	6	5	3	3.6
Ministry or national authority	--	6	11	10	2	3.3
Other	--	1	1	1	--	3.0
All stakeholders	1	16	24	23	8	3.3

Sources: Civic Consulting, stakeholder interviews, question 9. N=72. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 49: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013: Citizens' Energy Forum. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	1	9	3	4.2
European Consumer Centre	--	--	--	--	--	--
Ministry or national authority	1	--	3	2	--	3.0
Other	--	--	1	1	--	3.5*
All stakeholders	1	--	5	12	3	3.8

Sources: Civic Consulting, stakeholder interviews, question 9. Note: *The base size for the average calculation is less than three. N=21. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 50: To what extent have these activities been effective in developing and reinforcing consumer rights through smart regulatory action and improving access to simple and low-cost redress? – CP 2007-2013: Networking and events (e.g. meetings of ODR contact points, Financial Services Users Group meetings, working groups). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	1	2	1	--	3.0
Consumer organisation	--	--	4	1	1	3.5
European Consumer Centre	--	--	3	6	3	4.0
Ministry or national authority	--	2	6	9	5	3.8
Other	--	--	2	1	--	3.3
All stakeholders	--	3	17	18	9	3.7

Sources: Civic Consulting, stakeholder interviews, question 9. N=47. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 51: Please assess to what extent these activities have achieved the following benefits in your country: Better understanding of consumer decision making as a basis for consumer policy – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	1	3	--	1	3.2
Consumer organisation	1	8	8	5	--	2.8
European Consumer Centre	1	2	5	4	1	3.2
Ministry or national authority	1	2	11	10	1	3.3
Other	--	--	3	2	--	3.4
All stakeholders	3	13	30	21	3	3.1

Sources: Civic Consulting, stakeholder interviews, question 10. N=70. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 52: Please assess to what extent these activities have achieved the following benefits in your country: Smarter regulatory action at EU level in the field of consumer policy – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	1	2	1	--	1	2.6
Consumer organisation	1	5	8	2	--	2.7
European Consumer Centre	--	--	5	4	2	3.7
Ministry or national authority	1	3	7	15	1	3.4
Other	--	--	2	3	--	3.6
All stakeholders	3	10	23	24	4	3.3

Sources: Civic Consulting, stakeholder interviews, question 10. N=64. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Enforcement of consumer rights

Table 53: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: Consumer Protection Cooperation (CPC) Network. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	1	1	--	3.5*
Consumer organisation	--	1	1	4	1	3.7
European Consumer Centre	--	3	6	3	--	3.0
Ministry or national authority	--	4	12	16	3	3.5
Other	--	1	--	1	--	3.0*
All stakeholders	--	9	20	25	4	3.4

Sources: Civic Consulting, stakeholder interviews, question 12. N=58. Note: *The base size for the average calculation is less than three. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 54: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: Joint actions for the enforcement of consumer protection laws (CPC). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	--	--	3	1	--	3.3
European Consumer Centre	--	1	5	2	2	3.5
Ministry or national authority	--	9	3	12	3	3.3
Other	--	--	--	--	--	--
All stakeholders	--	10	13	15	5	3.3

Sources: Civic Consulting, stakeholder interviews, question 12. Note: *The base size for the average calculation is less than three. N=43. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 55: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: EU-wide screening of websites (Sweeps). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	1	--	4.0*
Consumer organisation	--	--	1	4	--	3.8
European Consumer Centre	--	--	1	5	--	3.8
Ministry or national authority	--	2	10	19	2	3.6
Other	--	1	1	1	--	3.0
All stakeholders	--	3	13	30	2	3.6

Sources: Civic Consulting, stakeholder interviews, question 12. Note: *The base size for the average calculation is less than three. N=48. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 56: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: Exchange of enforcement officials (CPC). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	1	--	--	3.0*
European Consumer Centre	--	--	--	--	--	--
Ministry or national authority	--	1	4	10	1	3.7
Other	--	--	--	--	--	--
All stakeholders	--	1	5	10	1	3.6

Sources: Civic Consulting, stakeholder interviews, question 12. Note: *The base size for the average calculation is less than three. N=17. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 57: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: European Consumer Centres Network (ECC-Net). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	1	--	4.0*
Consumer organisation	--	1	3	4	7	4.1
European Consumer Centre	--	--	3	7	11	4.4
Ministry or national authority	--	1	4	9	2	3.8
Other	--	1	--	2	--	3.3
All stakeholders	--	3	10	23	20	4.1

Sources: Civic Consulting, stakeholder interviews, question 12. Note: *The base size for the average calculation is less than three. N=56. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 58: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: Training for ECC-Net. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	1	--	2	4.3
European Consumer Centre	--	--	7	6	6	3.9
Ministry or national authority	--	1	2	2	2	3.7
Other	--	--	--	--	--	--
All stakeholders	--	1	10	8	10	3.9

Sources: Civic Consulting, stakeholder interviews, question 12. N=29. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 59: To what extent have these activities been effective in supporting enforcement of consumer rights by strengthening cooperation between national enforcement bodies and by supporting consumers with advice? – CP 2007-2013: Networking and events (e.g. Consumer Policy Network Group meetings, ECC-Net meetings). Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective), by type of stakeholder

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	1	2	--	3.7
Consumer organisation	--	--	1	--	2	4.3
European Consumer Centre	--	1	5	8	7	4.0
Ministry or national authority	--	3	9	6	8	3.7
Other	--	--	--	1	--	4.0*
All stakeholders	--	4	16	17	17	3.9

Sources: Civic Consulting, stakeholder interviews, question 12. Note: *The base size for the average calculation is less than three. N=54. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 60: Please assess to what extent these activities have achieved the following benefits in your country: Better trained consumer protection enforcement officials – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	--	--	3	1	--	3.3
European Consumer Centre	--	1	2	4	2	3.8
Ministry or national authority	1	3	8	13	3	3.5
Other	1	--	1	--	--	2.0*
All stakeholders	2	4	16	18	5	3.4

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=45. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 61: Please assess to what extent these activities have achieved the following benefits in your country: Better information on consumer rights infringements in other EU Member States – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	3	--	--	3.0
Consumer organisation	--	2	1	2	--	3.0
European Consumer Centre	--	--	7	2	3	3.7
Ministry or national authority	--	6	10	17	2	3.4
Other	--	--	2	--	--	3.0*
All stakeholders	--	8	23	21	5	3.4

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=57. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 62: Please assess to what extent these activities have achieved the following benefits in your country: Improved enforcement of consumer protection legislation – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	1	--	3.3
Consumer organisation	--	6	2	3	--	2.7
European Consumer Centre	1	2	7	4	--	3.0
Ministry or national authority	--	7	15	12	2	3.3
Other	--	1	--	1	--	3.0*
All stakeholders	1	16	26	21	2	3.1

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=66. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 63: Please assess to what extent these activities have achieved the following benefits in your country: Better cooperation with consumer protection enforcement authorities in other Member States – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	2	--	--	3.0*
Consumer organisation	--	2	7	--	--	2.8
European Consumer Centre	1	6	3	4	--	2.7
Ministry or national authority	--	6	12	16	2	3.4
Other	--	1	1	1	--	3.0
All stakeholders	1	15	25	21	2	3.1

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=64. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 64: Please assess to what extent these activities have achieved the following benefits in your country: Better exchange of best practices with consumer protection enforcement authorities in other Member States – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	1	1	--	--	2.5*
Consumer organisation	--	1	6	--	--	2.9
European Consumer Centre	1	4	2	2	--	2.6
Ministry or national authority	1	3	9	18	3	3.6
Other	1	--	1	1	--	2.7
All stakeholders	3	9	19	21	3	3.2

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=55. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 65: Please assess to what extent these activities have achieved the following benefits in your country: Better advice for consumers in cross-border cases in the EU – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	1	--	1	1	--	2.7
Consumer organisation	--	2	4	7	3	3.7
European Consumer Centre	--	--	2	9	7	4.3
Ministry or national authority	--	3	8	8	3	3.5
Other	--	--	1	1	--	3.5*
All stakeholders	1	5	16	26	13	3.7

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=61. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 66: Please assess to what extent these activities have achieved the following benefits in your country: Better protection of consumers regarding cross-border cases in the EU – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	1	--	1	--	3.0*
Consumer organisation	--	4	6	3	3	3.3
European Consumer Centre	1	3	4	7	5	3.6
Ministry or national authority	1	6	11	9	1	3.1
Other	--	--	--	2	--	4.0*
All stakeholders	2	14	21	22	9	3.3

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=68. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Table 67: Please assess to what extent these activities have achieved the following benefits in your country: Better training of ECC staff – CP 2007-2013. Average assessments on a scale of 1 (Not at all achieved) to 5 (Fully achieved)

Stakeholder type	1 (Not at all achieved)	2	3	4	5 (Fully achieved)	Average assessment
Business association	--	--	1	1	--	3.5*
Consumer organisation	--	--	5	1	2	3.6
European Consumer Centre	1	3	5	6	4	3.5
Ministry or national authority	1	--	2	4	2	3.7
Other	1	--	--	1	--	2.5*
All stakeholders	3	3	13	13	8	3.5

Sources: Civic Consulting, stakeholder interviews, question 13. Note: *The base size for the average calculation is less than three. N=40. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities.

Addressing cross-cutting challenges

Table 68: Please assess to what extent the Consumer Programmes have been effective in addressing the following challenges – CP 2007-2013: Addressing challenges related to energy/sustainable consumption. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	2	--	1	3.7
Consumer organisation	1	7	10	4	2	3.0
European Consumer Centre	1	--	3	2	--	3.0
Ministry or national authority	1	3	8	1	--	2.7
Other	1	1	--	2	--	2.8
All stakeholders	4	11	23	9	3	2.9

Sources: Civic Consulting, stakeholder interviews, question 14. N=50. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the Programme activities.

Table 69: Please assess to what extent the Consumer Programmes have been effective in addressing the following challenges – CP 2007-2013: Addressing challenges for consumers related to the Digital Single Market. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	1	1	3	--	1	2.8
Consumer organisation	6	3	12	5	1	2.7
European Consumer Centre	1	3	10	3	--	2.9
Ministry or national authority	2	10	8	7	2	2.9
Other	--	--	3	2	--	3.4
All stakeholders	10	17	36	17	4	2.9

Sources: Civic Consulting, stakeholder interviews, question 14. N=84. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the Programme activities.

Table 70: Please assess to what extent the Consumer Programmes have been effective in addressing the following challenges – CP 2007-2013: Creating a better evidence base for consumer policy in general. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	1	4	1	1	3.3
Consumer organisation	--	4	15	6	2	3.2
European Consumer Centre	--	5	6	3	1	3.0
Ministry or national authority	1	3	14	15	3	3.4
Other	--	2	2	1	--	2.8
All stakeholders	1	15	41	26	7	3.3

Sources: Civic Consulting, stakeholder interviews, question 14. N=90. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the Programme activities.

Table 71: Please assess to what extent the Consumer Programmes have been effective in addressing the following challenges – CP 2007-2013: Safeguarding that a high level of consumer protection is achieved across the Union. Average assessments on a scale of 1 (Not at all effective) to 5 (Very effective)

Stakeholder type	1 (Not at all effective)	2	3	4	5 (Very effective)	Average assessment
Business association	--	--	4	2	1	3.6
Consumer organisation	1	2	19	4	1	3.1
European Consumer Centre	--	3	8	5	1	3.2
Ministry or national authority	--	6	14	21	2	3.4
Other	--	--	5	1	--	3.2
All stakeholders	1	11	50	33	5	3.3

Sources: Civic Consulting, stakeholder interviews, question 14. N=100. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the Programme activities.

Relevance

Table 72: Please assess to what extent the objectives of the Consumer Programmes and the related activities have been appropriate to the needs of consumers – CP 2007-2013. Average assessments on a scale of 1 (Not at all appropriate to needs) to 5 (Very appropriate to needs)

Stakeholder type	1 (Not at all appropriate to needs)	2	3	4	5 (Very appropriate to needs)	Average assessment
Business association	--	1	2	1	1	3.4
Consumer organisation	--	5	16	6	3	3.2
European Consumer Centre	--	--	10	8	2	3.6
Ministry or national authority	--	3	13	19	4	3.6
Other	--	1	1	4	--	3.5
All stakeholders	--	10	42	38	10	3.5

Sources: Civic Consulting, stakeholder interviews, question 15. N=100. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 73: Please assess to what extent the objectives of the Consumer Programmes and the related activities have been appropriate to the needs of specific consumer groups, such as vulnerable consumers – CP 2007-2013. Average assessments on a scale of 1 (Not at all appropriate to needs) to 5 (Very appropriate to needs)

Stakeholder type	1 (Not at all appropriate to needs)	2	3	4	5 (Very appropriate to needs)	Average assessment
Business association	--	1	1	1	1	3.5
Consumer organisation	3	10	10	4	--	2.6
European Consumer Centre	1	4	8	3	3	3.2
Ministry or national authority	2	6	17	8	3	3.1
Other	--	2	1	3	--	3.2
All stakeholders	6	23	37	19	7	3.0

Sources: Civic Consulting, stakeholder interviews, question 15. N=92. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 74: Please assess to what extent the objectives of the Consumer Programmes and the related activities have been appropriate to the needs of your organisation – CP 2007-2013. Average assessments on a scale of 1 (Not at all appropriate to needs) to 5 (Very appropriate to needs)

Stakeholder type	1 (Not at all appropriate to needs)	2	3	4	5 (Very appropriate to needs)	Average assessment
Business association	1	2	3	1	--	2.6
Consumer organisation	1	11	13	2	4	2.9
European Consumer Centre	--	--	7	4	7	4.0
Ministry or national authority	1	4	15	16	5	3.5
Other	1	1	1	2	--	2.8
All stakeholders	4	18	39	25	16	3.3

Sources: Civic Consulting, stakeholder interviews, question 15. N=102. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Coherence

Table 75: Please assess to what extent the objectives and priorities of the Consumer Programmes have been coherent with EU consumer policy in general? – CP 2007-2013. Average assessments on a scale of 1 (Not at all coherent) to 5 (Very coherent)

Stakeholder type	1 (Not at all coherent)	2	3	4	5 (Very coherent)	Average assessment
Business association	--	--	3	2	--	3.4
Consumer organisation	--	1	8	6	6	3.8
European Consumer Centre	--	--	5	6	5	4.0
Ministry or national authority	--	2	9	14	3	3.6
Other	--	--	--	4	--	4.0
All stakeholders	--	3	25	32	14	3.8

Sources: Civic Consulting, stakeholder interviews, question 18. N=74. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 76: Please assess to what extent the objectives and priorities of the Consumer Programmes have been coherent with other EU consumer-relevant policies (e.g. energy, telecommunication, transport, digital single market, financial services)? – CP 2007-2013. Average assessments on a scale of 1 (Not at all coherent) to 5 (Very coherent)

Stakeholder type	1 (Not at all coherent)	2	3	4	5 (Very coherent)	Average assessment
Business association	--	--	4	1	--	3.2
Consumer organisation	--	2	12	5	1	3.3
European Consumer Centre	--	1	6	3	4	3.7
Ministry or national authority	--	5	7	13	1	3.4
Other	--	--	--	3	--	4.0
All stakeholders	--	8	29	25	6	3.4

Sources: Civic Consulting, stakeholder interviews, question 18. N=68. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 77: Please assess to what extent the objectives and priorities of the Consumer Programmes have been coherent with other EU programmes (e.g. the 'Rights, Equality and Citizenship' programme, LIFE programme)? – CP 2007-2013. Average assessments on a scale of 1 (Not at all coherent) to 5 (Very coherent)

Stakeholder type	1 (Not at all coherent)	2	3	4	5 (Very coherent)	Average assessment
Business association	--	--	4	--	--	3.0
Consumer organisation	1	2	3	2	1	3.0
European Consumer Centre	--	--	3	1	3	4.0
Ministry or national authority	--	1	4	10	--	3.6
Other	--	--	--	2	--	4.0*
All stakeholders	1	3	14	15	4	3.5

Sources: Civic Consulting, stakeholder interviews, question 18. Note: *The base size for the average calculation is less than three. N=37. Not included were interviewees who answered "don't know" or who did not provide an assessment.

EU added-value

Table 78: In your view, to what extent have the Consumer Programmes' actions impacted on the development of national policies in the consumer field? CP 2007-2013. Average assessments on a scale of 1 (Not at all) to 5 (To a great extent)

Stakeholder type	1 (Not at all)	2	3	4	5 (To a great extent)	Average assessment
Business association	--	1	2	1	1	3.4
Consumer organisation	--	7	6	8	4	3.4
European Consumer Centre	--	1	3	11	4	3.9
Ministry or national authority	--	5	18	13	5	3.4
Other	--	--	2	4	--	3.7
All stakeholders	--	14	31	37	14	3.5

Sources: Civic Consulting, stakeholder interviews, question 21. N=96. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Sustainability

Table 79: How likely do you consider it to be that effects of the Consumer Programme 2007-2013 last after the end of the Programme? Product safety. Average assessments on a scale of 1 (Not at all likely that effects last after end of Programme) to 5 (Very likely that effects last after end of Programme)

Stakeholder type	1 (Not at all likely)	2	3	4	5 (Very likely)	Average assessment
Business association	--	--	2	2	1	3.8
Consumer organisation	2	1	7	7	7	3.7
European Consumer Centre	--	--	5	9	1	3.7
Ministry or national authority	--	3	16	9	7	3.6
Other	--	--	--	5	2	4.3
All stakeholders	2	4	30	32	18	3.7

Sources: Civic Consulting, stakeholder interviews, question 22. N=86. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 80: How likely do you consider it to be that effects of the Consumer Programme 2007-2013 last after the end of the Programme? Consumer education, information and support to consumer organisations. Average assessments on a scale of 1 (Not at all likely that effects last after end of Programme) to 5 (Very likely that effects last after end of Programme)

Stakeholder type	1 (Not at all likely)	2	3	4	5 (Very likely)	Average assessment
Business association	--	--	4	2	--	3.3
Consumer organisation	1	2	10	7	5	3.5
European Consumer Centre	--	2	9	6	1	3.3
Ministry or national authority	--	3	6	10	4	3.7
Other	--	1	2	2	--	3.2
All stakeholders	1	8	31	27	10	3.5

Sources: Civic Consulting, stakeholder interviews, question 22. N=77. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 81: How likely do you consider it to be that effects of the Consumer Programme 2007-2013 last after the end of the Programme? Consumer rights and redress. Average assessments on a scale of 1 (Not at all likely that effects last after end of Programme) to 5 (Very likely that effects last after end of Programme)

Stakeholder type	1 (Not at all likely)	2	3	4	5 (Very likely)	Average assessment
Business association	--	1	2	1	2	3.7
Consumer organisation	1	3	9	6	5	3.5
European Consumer Centre	--	3	7	7	1	3.3
Ministry or national authority	1	1	12	14	8	3.8
Other	--	--	3	3	1	3.7
All stakeholders	2	8	33	31	17	3.6

Sources: Civic Consulting, stakeholder interviews, question 22. N=91. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 82: How likely do you consider it to be that effects of the Consumer Programme 2007-2013 last after the end of the Programme? Enforcement of consumer rights. Average assessments on a scale of 1 (Not at all likely that effects last after end of Programme) to 5 (Very likely that effects last after end of Programme)

Stakeholder type	1 (Not at all likely)	2	3	4	5 (Very likely)	Average assessment
Business association	--	1	1	2	2	3.8
Consumer organisation	2	3	6	6	6	3.5
European Consumer Centre	--	--	10	7	1	3.5
Ministry or national authority	--	2	13	12	7	3.7
Other	--	1	--	6	--	3.7
All stakeholders	2	7	30	33	16	3.6

Sources: Civic Consulting, stakeholder interviews, question 22. N=88. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Efficiency

Table 83: Do you consider that the distribution of funds among the four Programme areas (product safety, consumer education/information, consumer rights and redress, and enforcement) has been justified given the benefits achieved? CP 2007-2013. Average assessments on a scale of 1 (Not at all justified) to 5 (Fully justified)

Stakeholder type	1 (Not at all justified)	2	3	4	5 (Fully justified)	Average assessment
Business association	--	--	2	1	--	3.3
Consumer organisation	--	2	9	5	2	3.4
European Consumer Centre	--	1	3	6	4	3.9
Ministry or national authority	--	3	8	9	10	3.9
Other	--	--	2	2	--	3.5
All stakeholders	--	6	24	23	16	3.7

Sources: Civic Consulting, stakeholder interviews, question 26. N=69. Not included were interviewees who answered "don't know" or who did not provide an assessment.

Table 84: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Joint cooperation and enforcement actions in the area of non-food consumer product safety. Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	1	--	--	3.0*
European Consumer Centre	--	--	1	--	--	3.0*
Ministry or national authority	--	--	4	7	8	4.2
Other	--	--	1	--	--	3.0*
All stakeholders	--	--	7	7	8	4.0

Sources: Civic Consulting, stakeholder interviews, question 27. N=22. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 85: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Exchange of safety enforcement officials (GPSD). Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	--	--	--	--
European Consumer Centre	1	--	--	--	--	1.0*
Ministry or national authority	1	--	2	6	7	4.1
Other	--	--	--	--	--	--
All stakeholders	2	--	2	6	7	3.9

Sources: Civic Consulting, stakeholder interviews, question 27. N=17. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 86: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: EU consumer education resources. Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	1	2	1	1	3.4
European Consumer Centre	--	1	1	--	--	2.5*
Ministry or national authority	--	1	2	3	2	3.8
Other	--	--	--	--	--	--
All stakeholders	--	3	5	4	3	3.5

Sources: Civic Consulting, stakeholder interviews, question 27. N=15. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 87: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: EU consumer information/awareness raising campaigns (e.g. on taking out credit, on energy efficiency). Average assessments on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	3	3	1	--	2.7
European Consumer Centre	--	--	2	1	--	3.3
Ministry or national authority	--	--	2	5	1	3.9
Other	--	--	--	--	--	--
All stakeholders	--	3	7	7	1	3.3

Sources: Civic Consulting, stakeholder interviews, question 27. N=18. Not included were interviewees who answered “don’t know” or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc.

Table 88: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Capacity building for consumer organisations. Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	--	4	6	--	3.6
European Consumer Centre	--	1	1	--	--	2.5*
Ministry or national authority	--	1	1	1	1	3.5
Other	--	--	--	--	--	--
All stakeholders	--	2	6	7	1	3.4

Sources: Civic Consulting, stakeholder interviews, question 27. N=16. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 89: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Joint actions for the enforcement of consumer protection laws (CPC). Average assessments on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	1	1	--	--	--	1.5*
European Consumer Centre	--	1	--	1	--	3.0*
Ministry or national authority	--	1	1	11	1	3.9
Other	--	--	--	--	--	--
All stakeholders	1	3	1	12	1	3.5

Sources: Civic Consulting, stakeholder interviews, question 27. N=18. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 90: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Exchange of enforcement officials (CPC). Average assessments on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	1	--	--	--	2.0*
European Consumer Centre	--	1	--	--	--	2.0*
Ministry or national authority	--	2	--	5	3	3.9
Other	--	--	--	--	--	--
All stakeholders	--	4	--	5	3	3.6

Sources: Civic Consulting, stakeholder interviews, question 27. N=12. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 91: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: European Consumer Centres Network (ECC-Net). Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	1	2	1	1	3.4
European Consumer Centre	--	--	3	2	7	4.3
Ministry or national authority	--	--	3	3	7	4.3
Other	--	--	1	--	--	3.0*
All stakeholders	--	1	9	6	15	4.1

Sources: Civic Consulting, stakeholder interviews, question 27. N=31. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Table 92: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Training for ECC-Net. Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	1	--	2	--	3.3
European Consumer Centre	--	--	3	3	5	4.2
Ministry or national authority	--	--	3	1	2	3.8
Other	--	--	--	--	--	--
All stakeholders	--	1	6	6	7	4.0

Sources: Civic Consulting, stakeholder interviews, question 27. N=10. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc.

Table 93: If you have answered 'Yes', please assess the extent to which the costs borne by your organisation have been affordable given the benefits you received – CP 2007-2013: Networking and events. Average assessments on a scale of on a scale of 1 (Not at all affordable) to 5 (Very affordable)

Stakeholder type	1 (Not at all affordable)	2	3	4	5 (Very affordable)	Average assessment
Business association	--	--	--	--	--	--
Consumer organisation	--	4	1	3	1	3.1
European Consumer Centre	--	1	1	4	4	4.1
Ministry or national authority	--	1	2	9	8	4.2
Other	--	--	1	--	--	3.0*
All stakeholders	--	6	5	16	13	3.9

Sources: Civic Consulting, stakeholder interviews, question 27. N=40. Not included were interviewees who answered "don't know" or who did not provide an assessment because they did not participate in or use the output of the listed activities. Note: interviewees were asked to only assess the activities under the Consumer Programmes for which they incurred costs for participating or for applying for funding under the Consumer Programme, and to not consider costs due to specific legal obligations on Member States, e.g. related to participating in the Rapex system, the ODR Platform, etc. *The base size for the average calculation is less than three.

Annex IV Detailed analysis of costs and benefits

The following tables present the following items for each main activity:

- **Name** of activity;
- **Action** under which the activity was financed;
- **Year** in which the activity was implemented (mostly the duration of the Programme, i.e. the period 2007 to 2013);
- **Total costs** committed under the Programme for the activity in thousands of Euro;
- **Outputs and results** of the listed activities;
- **Costs vs benefits achieved**, considering cost data, including unit costs (where they make sense),¹⁶⁷ stakeholder assessments regarding benefits achieved by the Programme and previous evaluations conducted regarding specific activities.

The table below presents the costs and benefits of the main activities in the area of product safety.

¹⁶⁷ Note that the unit costs have to be interpreted with care, as most activities have more than one output, but unit costs are calculated on basis of the main outputs of the activity. In other words, these costs include the costs for secondary tasks conducted under the activity. For some activities (e.g. support to BEUC), calculation of unit costs is not meaningful.

Table 94: Costs and benefits of activities under the Consumer Programme 2007-2013 – Product safety

Name of activity	Action	Year	Programme costs (in '000 €, % of total)	Outputs and results	Benefits achieved
Joint cooperation and enforcement actions in the area of non-food consumer product safety	8	2007-2013	11 680 (7.9% of total Programme costs) Note: This amount covers 70% of the total budget for such actions as co-financing requirements apply.	Between 2008 and 2013, a total of 25 joint actions were carried out, with on average four to five joint action per year, focused on products such as childcare articles, children's clothing, smoke detectors, toys, ladders and other types of equipment.	Between 2008 and 2013, a total of 25 joint actions were carried out. In our consultation activities, joint cooperation and enforcement actions in the area of non-food consumer product safety were assessed to be effective (with an average score of 3.6 on a scale from 1 to 5). Stakeholders noted that joint actions provided participants with good knowledge of new products and new market surveillance methods and enabled them to share experiences on best practices and apply similar approaches in the Member States as well as save resources and test products which they would otherwise not have been able to test. The mid-term evaluation concluded that joint actions were one of the most cost-effective activities of the Programme (although it did not differentiate between joint actions in the area of product safety vs. the CPC Network). ¹⁶⁸ According to interviewed stakeholders the Consumer Programme achieved the benefits of <i>better cooperation with enforcement authorities in other Member States (3.3) and improved market surveillance and enforcement of product safety legislation (3.2)</i> to a slightly better than moderate extent.

¹⁶⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 162

Rapid Alert System for dangerous non-food products (RAPEX)	8	2007-2013	1633 (1.1%)	<p>Between 2007 and 2013, the number of notifications in the RAPEX system was 14 117, and the number of reactions was 13318, with a ratio of the number of reactions to the number of serious risk notifications of 0.9 in 2013. The types of measure taken in response to notifications were voluntary measures in 39% of cases and compulsory measures in 58% of cases.</p>	<p>Given that the number of notifications in the RAPEX system was 14 117 in this period, the average Programme cost per notification was EUR 116, which appears very proportionate when considering the benefits of improved information on product safety related risks for consumer health, consumer trust and market functioning. This was also the finding of the mid-term evaluation of the Consumer Programme, which concluded that RAPEX was one of the activities with the greatest impact.¹⁶⁹</p> <p>According to stakeholders, the Consumer Programme achieved the benefit of <i>better information on unsafe non-food products for enforcement authorities</i> with a high average rating of 3.8 (on a scale of 1 to 5). This was the highest assessed benefit discussed with stakeholders regarding product safety. Stakeholders also assessed that the Programme achieved the benefits of <i>better information on unsafe non-food products for consumers and for businesses</i>, although with lower average ratings of 3.3 and 3.2 respectively.</p>
Exchange of safety enforcement officials (GPSD)	8	2007-2013	414 (0.3%)	<p>The number of exchanges of product safety officials for the period 2009-2013 (for which information was available) was 119, with increased participation in 2012 (39 exchanges) and 2013 (33).</p>	<p>Considering the number of exchanges in the period for which we have output data (2009-2013), the average costs per exchange are about EUR 2 650. According to stakeholders, the Consumer Programme achieved the benefits of <i>better trained enforcement officials</i> (3.4 on a scale of 1 to 5) and <i>better cooperation with enforcement authorities in other Member States</i> (3.3).</p>
Other EU consumer policy studies (e.g. evaluations)	1, 2, 4	2007-2013	845 (0.6%)	<p>Five other EU consumer policy studies related to product safety have been financed in this period:</p> <ul style="list-style-type: none"> - Study: design and validation of graphical symbols conveying certain safety or warning messages to be used for child-care articles - Study on emissions from alcohol-powered flueless fireplaces 	<p>Overall the outputs and results of this activity seem proportionate to the costs involved.</p>

¹⁶⁹ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133

				<ul style="list-style-type: none">- Study on the further development of the test protocol for the base slip of leaning ladders- Evidence base in support of green paper on the safety of certain consumer services (Eurobarometer)- Evidence base in support of green paper on the safety of certain consumer services (Other contract)
Non-food scientific committees	3	2007-2013	2 287 (1.5%)	<p>Key figures for the Scientific Committee on Consumer Safety (SCCS), the Scientific Committee on Health and Environmental Risks (SCHER) and the Scientific Committee on Emerging and Newly Identified Health Risks (SCENIHR) from 2007-2013 include:</p> <ul style="list-style-type: none">- 190 adopted opinions (SCCS 127, SCENIHR 14, SCHER 49)- 724 meetings (SCCS 285, SCENIHR 288, SCHER 151) <p>The non-food scientific committees (SCs) were assessed by EC officials as very useful to the DG services concerned and the produced contributions were assessed to be successful.</p>

Source: Own compilation based on fact sheets for CP 2007-13, interview results, and cost data.

The table below presents the costs and benefits of the main activities in the area of consumer information and education.

Table 95: Costs and benefits of activities under the Consumer Programme 2007-2013 – Consumer information and education

Name of activity	Action	Year	Programme costs (in '000 €, % of total)	Outputs and results	Benefits achieved
Consumer scoreboards and surveys	1	2007-2013	17 543 (11.8% of total Programme costs)	<p>Several Eurobarometer and other surveys were carried out. Among others, surveys of consumer attitudes towards cross-border trade and consumer protection and business attitudes towards cross-border sales and consumer protection were carried out in 2011 and in 2012. These surveys fed into the Consumer Conditions Scoreboard that was published in 2012.</p>	<p>Due to the large amount of resources required for consumer and market research across the EU (with the requirement of having representative sample sizes from all Member States) for all surveys and market studies, these outputs and results can be considered to be proportionate to the costs. This was also the finding of the mid-term evaluation of the Consumer Programme, which concluded that the development of a better evidence base was one of the most cost-effective activities of the Programme.¹⁷⁰ The main benefit of this activity is better evidence on consumer problems and markets as an essential requirement for better regulation, providing both in-depth analyses (in the context of market studies) and regular monitoring to analyse long-term trends (scoreboards).</p>
Consumer market studies	1, 4	2007-2013	8 559 (5.8%)	<p>Thirteen consumer market studies have been financed:</p> <ul style="list-style-type: none"> - Study on electronic goods industry - Impact assessment on Package Travel - Consumer detriment study on Package Travel - Study on consumer protection in digital services - Market monitoring studies - Mystery Shopping Bank Account Switching - Study of the current state of play in Member States regarding bank fees transparency - Market study: internet service provision - Market study on consumer credit - Study on green claims - Study on the coverage, functioning and Consumer use of comparison tools and third-party verification schemes for such tools - Study to complement sweep on digital products - Legal study on consumer credit - European mapping of consumer and family over-indebtedness 	<p>In the stakeholder interviews, activities related to the evidence base were positively assessed by stakeholders. Stakeholders rated the benefits of <i>better information on consumer markets and problems across the EU to benchmark the situation in my country with the situation in other Member States</i> at 3.6 and <i>better information on consumer markets and problems in my country</i> at 3.3. Conclusive evidence illustrates the importance of the evidence collected under this action for the policy process in terms of better regulation.</p>

¹⁷⁰ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133

Behavioural studies (on consumer decision making)	1, 4	2007-2013	2 579 (1.7%)	<p>Six behavioural studies have been financed or planned in this period:</p> <ul style="list-style-type: none"> - Behavioural study on tobacco labelling - Behavioural study on multilateral interchange fees for credit cards - Behavioural Study on ECCs - Bank Fees Transparency and Comparability, and Bank Mobility - Behavioural study on energy labelling - Behavioural study on consumer behaviour in relation to sales remedies 	<p>Due to the large amount of resources required for behavioural research, the costs (ranging from EUR 30 000 to over EUR 500 000 each) can be considered to be proportionate to the activities conducted. In interviews, stakeholders considered behavioural studies to be moderately effective (2.9). According to the assessment of stakeholders, the Consumer Programme achieved the benefit of a better understanding of consumer decision making as a basis for consumer policy to a moderate extent (rating of 3.1 on scale from 1 to 5).</p>
Other EU consumer policy studies (e.g. evaluations)	1, 2, 4	2007-2013	774 (0.5%)	<p>Two other EU consumer policy studies related to consumer information and education have been financed in this period:</p> <ul style="list-style-type: none"> - Study on conditions of the consumer movement in Central, Eastern and South-eastern Europe (CESEE) - Study on consumer vulnerability across key markets in the EU 	<p>Overall the outputs and results of this activity seem proportionate to the costs involved.</p>
EU consumer education resources (Dolceta, Europa Diary)	11	2007-2013	18 368 (12.4%)	<p>The total number of visits to the DOLCETA website modules from 2012-2013 was 1 602 097.</p> <p>A total of 4 344 575 printed copies of the 2011-12 edition of the Europa Diary were sent to 27,079 schools in the EU-27, and in 23 languages.</p> <p>Regarding European Master courses, 13 universities were involved and the courses stimulated multi-disciplinary, multi-institutional and multi-national teams to develop advanced higher education curricula in the area of consumer issues.</p>	<p>In our interviews, stakeholders assessed EU consumer education resources as slightly better than moderately effective (rating of 3.3 on a scale of 1 to 5) and as the least effective activity related to consumer education and information under the Consumer Programme. DOLCETA was designed and developed at a time when there were limited available information resources online and very limited consistent and multi-lingual information. It therefore addressed issues where significant benefits could be achieved. However, the 2011 external evaluation¹⁷¹ found that given the then usage levels, DOLCETA was not a cost-effective option. The cost of creating a single module on DOLCETA was calculated to be EUR 984 339. Also considering the maintenance costs of the website, each unique visit was priced at EUR 4.7. It was therefore recommended not to continue developing DOLCETA in the same form. This was also the conclusion of the</p>

¹⁷¹ Evaluation of Consumer Education, Information and Capacity Building Actions: Final Report (Ecorys 2011).

EU consumer information and awareness raising campaigns	10	2007-2013	6 885 (4.6%)	<p>The following information campaigns were financed under the Consumer Programme:</p> <ul style="list-style-type: none">- Information campaign in partnership with Member States on new sunscreen labelling system;- Information campaign about consumer rights in Latvia, Bulgaria and Romania, advertised on TV, the Internet, and the printed press, and through public and media relations activities;- Campaign on 'Knowing your consumer rights with regard to credit agreements', launched in 2013.	<p>mid-term evaluation of the Consumer Programme, which found that for DOLCETA the benefits were marginal with respect to the level of expenditure.¹⁷²</p> <p>The external evaluation cited above qualified the Europa Diary as a success story and recommended that it be continued in a different format, i.e. no longer solely printed. The Master courses were found to be a good intervention with however limited impact at EU-level, which could only be improved through considerable expense for the Commission to scale up funding for more courses. This was therefore not recommended.</p> <p>These resources were used for an information campaign on sunscreen labelling, the first wave of a credit-related campaign covering four Member States, and a general consumer rights campaign covering new Member States (Latvia, Bulgaria and Romania). As media campaigns require a large amount of resources, the costs allocated appear in principle to be proportionate to the activities undertaken or planned, although the data on outputs and results is too fragmentary to make any conclusion with respect to the specific campaigns funded. The evaluation of the credit campaign found mixed results in terms of efficiency, mainly questioning the extent to which the right people (the target group) were efficiently reached, and the large number of different tools and channels used in comparison to the available budget (see fact sheet on Action 10 for more details). In the interviews with key stakeholders across the EU, the benefit of <i>better information for consumers</i> was assessed as having been achieved to a moderate extent (rating of 3.2 on a scale of 1 to 5).</p>
	Support to EU-level consumer organisations (BEUC)	5	2007-2013	9 521 (6.4%)	<p>BEUC's self-reported key indicators (available for the period 2009-2013) include:</p> <ul style="list-style-type: none">- Position papers: 996- Press releases: 934 <p>Outputs and results appear to be proportionate to the level of support provided as an operating grant. According to stakeholders, the Consumer Programme achieved the benefit of <i>improved representation of consumer interests at EU level</i>. BEUC represents the consumer interests regarding Union policies and</p>

¹⁷² European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133

				<ul style="list-style-type: none"> - Circulars: 906 - Letters: 588 - Brochures and publications: 388 - Media interviews: 369 - Quotes in the media: 261 - Participation in events: 261 <p>BEUC also reports achievements regarding the exchange of views on priorities in the consumer protection area as well as having their demands taken into account in European Parliament proposals and resolutions, e.g. a proposal amending Regulation 261/04 concerning air passenger rights and the report of the European Parliament's lead Committee on the Data Protection Regulation</p>	legislative actions in a wide range of areas, including Financial Services, Food, Digital Rights, Consumer Rights and Enforcement and Sustainability and is recognised by interviewed stakeholders and EC officials as having made significant contributions in the evaluation period. The mid-term evaluation similarly concluded that BEUC had provided significant benefits for the integration of consumer interests into EU policy. ¹⁷³ The 2013 evaluation of financial contribution to BEUC ¹⁷⁴ concluded that it was a reasonably efficient and well-functioning organisation.
Support to EU-level consumer organisations (ANEC)	6	2007-2013	7 880 (5.3%)	<p>ANEC's self-reported key performance indicators (available for the period 2007-2013) include:</p> <ul style="list-style-type: none"> - Position papers: 266 - Press releases: 80 - Newsletters: 35 <p>ANEC uses technical studies to help underpin and drive its work in standardisation. ANEC commissioned and published 19 such studies.</p> <p>ANEC also participated in the revision of the standard for Electronically Power-Assisted Cycles and [submission of]</p>	<p>Outputs and results appear to be proportionate to spending levels. According to stakeholders, the Consumer Programme achieved the benefit <i>improved representation of consumer interests at EU level</i> (average score of 3.4 on a scale of 1 to 5). According to the 2013 evaluation of financial contributions to ANEC,¹⁷⁵ ANEC is an effective and efficient organisation. In accordance with its mandate, it has made significant contributions in representing the EU consumer interests in the standardisation process over the period 2008-2012. This was similarly emphasised in the mid-term evaluation of the Consumer Programme, which considered that the work undertaken by ANEC was 'essential' to product safety and standardisation</p>

¹⁷³ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 154

¹⁷⁴ Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (BEUC) (Van Dijk Management Consultants 2013).

¹⁷⁵ Evaluation of EU 2007-2011 financial contributions to EU-level consumer organisations (ANEC) (Van Dijk Management Consultants 2013).

			comments on prEN 15194 'Cycles — electrically power assisted cycles — EPAC Bicycles.		activities. ¹⁷⁶
Capacity building for consumer organisations (TRACE)	7	2007-2013	Overall, TRACE delivered 1 433 instances of training on various themes. 30 countries (or 88%) eligible for TRACE training took up the offer, with Spain, Italy and Greece taking up the most places, and Austria, Luxembourg and Iceland not taking it up. TRACE courses tended to have 12-15 different nationalities represented and this gave the courses their European dimension which participants found useful.		<p>The costs allocated seem to be proportionate to the activities undertaken.</p> <p>According to the 2011 evaluation of Consumer Education, Information and Capacity Building Actions, the TRACE training courses were regarded highly by participants and stakeholders. This was also the finding of the mid-term evaluation of the Consumer Programme, which found that the capacity building of consumer organisations had 'deliver[ed] significant benefits and [was] valued by all consultees'.¹⁷⁷</p> <p>In terms of wider benefits of capacity building efforts under the Consumer Programme, the stakeholders in our interviews assessed that the benefit of <i>improved capacity of national consumer organisations</i> was only achieved to a limited extent (2.7 on a scale of 1 to 5). Indeed, as noted in the 2011 evaluation, there is a high turnover of staff in many of the consumer organisations, so the effects of training courses might be diluted. The mid-term evaluation of the Consumer Programme concluded that while capacity building for consumer organisations may not have improved consumer confidence to the degree desired, it has assisted with the integration of the consumer interests into EU policies.¹⁷⁸</p>

Source: Own compilation based on fact sheets for CP 2007-13, interview results, and cost data.

¹⁷⁶ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 154

¹⁷⁷ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133

¹⁷⁸ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 162

The table below presents the costs and benefits of the main activities in the area of consumer rights and enforcement.

Table 96: Costs and benefits of activities under the Consumer Programme 2007-2013 – Consumer rights and enforcement

Name of activity	Action	Year	Programme costs (in '000 €, % of total)	Outputs and results	Benefits achieved
European Consumer Centres Network (ECC-Net)	10	2007-2013	30 866 (20.8% of total Programme costs)	<p>The indicators laid down in the Consumer Programme are presented below for the 2007-2013 period:</p> <ul style="list-style-type: none"> - Number of contacts from consumers: 468 092, with yearly figures increasing from 50 930 in 2007 to 80 272 in 2013; - Number of complaints received: 199 640, with yearly figures increasing between 2007 and 2013 from 24 810 to 32 522. <p>Note: The level of co-financing for ECCs is 50% in most Member States and goes up to 65% in some cases.</p>	<p>The 2011 specific evaluation of the European Consumer Centres Network had found that the Network delivered direct financial benefits to consumers of at least 1.77 times its cost to the taxpayer during 2010 and that there were additional significant non-quantifiable benefits such as consumer detriment avoided and increased confidence in cross border shopping attributable to the ECCs' activities. This was also the finding of the mid-term evaluation of the Consumer Programme, which concluded that the ECC-Net was one of the most cost-effective activities of the Programme.¹⁷⁹ The 2011 specific evaluation had however noted that some ECCs were adequately resourced while others were not (particularly those hosted by NGOs).</p> <p>According to the stakeholder interviews, the ECC-Net was effective and the Consumer Programme 2007-2013 achieved the benefits of <i>better advice for consumers in cross-border cases in the EU and better training of ECC staff</i> (3.7 and 3.5 on a scale of 1 to 5). Potential for savings and increased efficiency had been identified in the mid-term evaluation of the Consumer Programme 2007-2013 regarding grant management for the ECCs, which was acted upon in 2014.</p>
Consumer Protection Cooperation (CPC) Network	8	2007-2013	2 466 (1.7%)	<p>Key outputs of the CPC Network relate to the information flow in the CPC System and are as follows for the 2007-2013 period:</p> <ul style="list-style-type: none"> - Information requests made within the CPC Network: 749 - Enforcement requests made within the CPC Network: 972 - Alerts raised within the CPC Network: 406 <p>Note: This amount</p>	<p>The 2012 evaluation of the CPC Regulation concluded that though the CPC Network had taken some time to develop and become established, it then provided an effective platform for formal cooperation. In the interviews, it was assessed to be largely effective and to encourage a good level of cooperation between</p>

¹⁷⁹ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133, 162

			includes funding for the CPC IT tool, coordinated enforcement actions and sweeps.	<p>The CPC Network, under the coordination of the Commission, has also undertaken several enforcement actions. Sweeps conducted since 2007 have increased the level of compliance among traders with EU law, and related to:</p> <ul style="list-style-type: none"> - Online sales of airline tickets (2007): 447 websites checked - Mobile content (2008): 558 websites checked - Online sales of electronic goods (2009): 369 websites checked - Online sales of tickets for cultural and sporting events (363 websites checked) - Websites offering consumer credit (2011): 562 websites checked - Sales of downloadable digital content (2012): 333 websites checked - Sales of air travel and hotel accommodation (2013): 552 websites checked 	<p>Member States. Sweeps were also considered to be effective and joint actions moderately effective. This is in line with the findings of the mid-term evaluation of the Consumer Programme, which considered that the activities on enforcement cooperation (the CPC Network and joint actions) were among the more cost-effective activities of the Programme.¹⁸⁰</p> <p>According to stakeholders, the Consumer Programme achieved the benefits of <i>improved enforcement of consumer protection legislation and better cooperation with consumer protection enforcement authorities in other Member States</i> only to a moderate extent (with average scores of 3.1 on a scale of 1 to 5). The 2012 evaluation of the CPC Regulation as well as the 2011 mid-term evaluation of the Consumer Programme also found that there was room for improvement to the CPC Network to improve its efficiency, effectiveness and use, especially in relation to the level of cooperation, uniformity in approaches, timeliness and appropriateness of traffic within the CPC System and user-friendliness of the IT tool.</p>
Exchanges of enforcement officials	8	2007-2013	218 (0.1%)	<p>The number of exchanges of CPC enforcement officials for the period 2009-2013 (for which information was available) was 62, with increased participation in 2012 (23 exchanges) and 2013 (22).</p>	<p>In the period for which we have output data (2009-2013), the average costs per exchange are about EUR 3 000.</p> <p>According to stakeholders, the Consumer Programme achieved the benefit of <i>better trained consumer protection enforcement officials</i> (3.4 on a scale of 1 to 5) and the benefit of <i>better exchanges of best practices with consumer protection enforcement authorities in other Member States</i> to a moderate extent (3.2).</p>
Consumer Summit	10	2007-2013	919 (0.6%)	<p>Consumer Summits were held each starting in 2009, on the following topics:</p> <ul style="list-style-type: none"> - Consumer trust in the digital marketplace - More access, choice and fairness in services - "EU consumer policy: the way ahead" - Smart Consumers, Sustainable Consumption - How Member States can enhance their cooperation to improve efficiency and reduce costs in consumer legislation 	<p>As this activity requires an overall limited amount of resources (given that there is one Summit per year), the costs allocated appear in principle proportionate to the activities undertaken. In our interviews, opinions were divided regarding the Consumer Summit, which was assessed to be moderately effective (with an average rating of 3.3 on a scale of 1 to 5).</p>

¹⁸⁰ European Commission, Final Report (March 2011): Consumer Policy: Ex-post and Mid-term Evaluations, p. 133

Consumer market studies	8	2007-2013	109 (0.1%)	<ul style="list-style-type: none"> enforcement Consumers in the digital sector
				Two consumer market studies were financed, on: <ul style="list-style-type: none"> Online consumer reviews in the hotel sector Air passengers' rights compliance
Other EU consumer policy studies (e.g. evaluations)	1, 4, 8, 9, 11	2007-2013	3 222 (2.2%)	<ul style="list-style-type: none"> Sixteen other EU consumer policy studies were financed: <ul style="list-style-type: none"> Legal study on the CPC regulation Impact assessment on collective redress Study on enforcement authorities' powers and national procedural rules in the application of Regulation 2006/2004/EC on Consumer Protection Cooperation Support study for the impact assessment of the review of the CPC regulation Study on collective actions Impact Assessment for the Horizontal Instrument Establishment of benchmarks on the economic impact of the consumer credit directive Problem definition in view of an impact assessment on collective redress ADR - COM Recommendations Application Study Ex-post evaluation financial program 2004-2006, interim evaluation of the consumer strategy 2007-2013 and interim evaluation of the consumer financial programme Quantification of economic impacts of EU action to improve fee transparency, comparability and mobility in the internal market for bank personal current accounts Evaluation of the Legal Impact of the Distance Marketing of Financial Services Directive (DMFSD) Evaluation of the Economic Impact of DMFSD Evaluation study in view of revision of CPC regulation Study on public consultation for CPC and biennial report External evaluation on education projects
				Overall the outputs and results of this activity seem proportionate to the costs involved.

See previous table for an assessment of costs and benefits of this activity (as this activity was evaluated as a whole).

Source: Own compilation based on fact sheets for CP 2007-13, interview results, and cost data. Note: Under the 2007-2013 Consumer Programme, there was no specific action dedicated to ODR, though some activities were conducted under this programme that were related to the early development of the platform (see fact sheet 9 for the 2014-2020 Consumer Programmes for more details).

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