

I. NATIONAL DEMOCRACY CHALLENGES EU CONSENSUS ON INTEGRATION

Professor Richard Rose & Kenneth Stevenson

Centre for the Study of Public Policy U. Of Strathclyde

www.cspp.strath.ac.uk & Visiting Professor, Wissenschaftszentrum Berlin

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DEMOCRACY REQUIRES:

Choice: An absolute value Dahl. Effectiveness: Scharpf on EU

Legitimacy: Weber (*Wert or Zweckrationalitat*)

500 MN EUROPEANS HAVE TWO CITIZENSHIPS & REPRESENTATIVES

EU Decisions about integration tend to reflect cartel

Explains why national citizens are turning to referendums to represent their EU views

Multi-national EU institutions subject to a democratic surplus at the national level.

ALTERNATIVE MODELS OF AGREEMENT

1. Permissive consensus. Cultural. Super-majority→Mass indifference
2. Competition contrasting views →Alternation in office (Schumpeter)
3. Cross-cutting cleavages (Lipset) ->Jumping majorities.
4. Standing majority → Cartel (Katz & Mair, 199-; Rose, 2015)

II EUROPEAN UNION DEMOCRACY

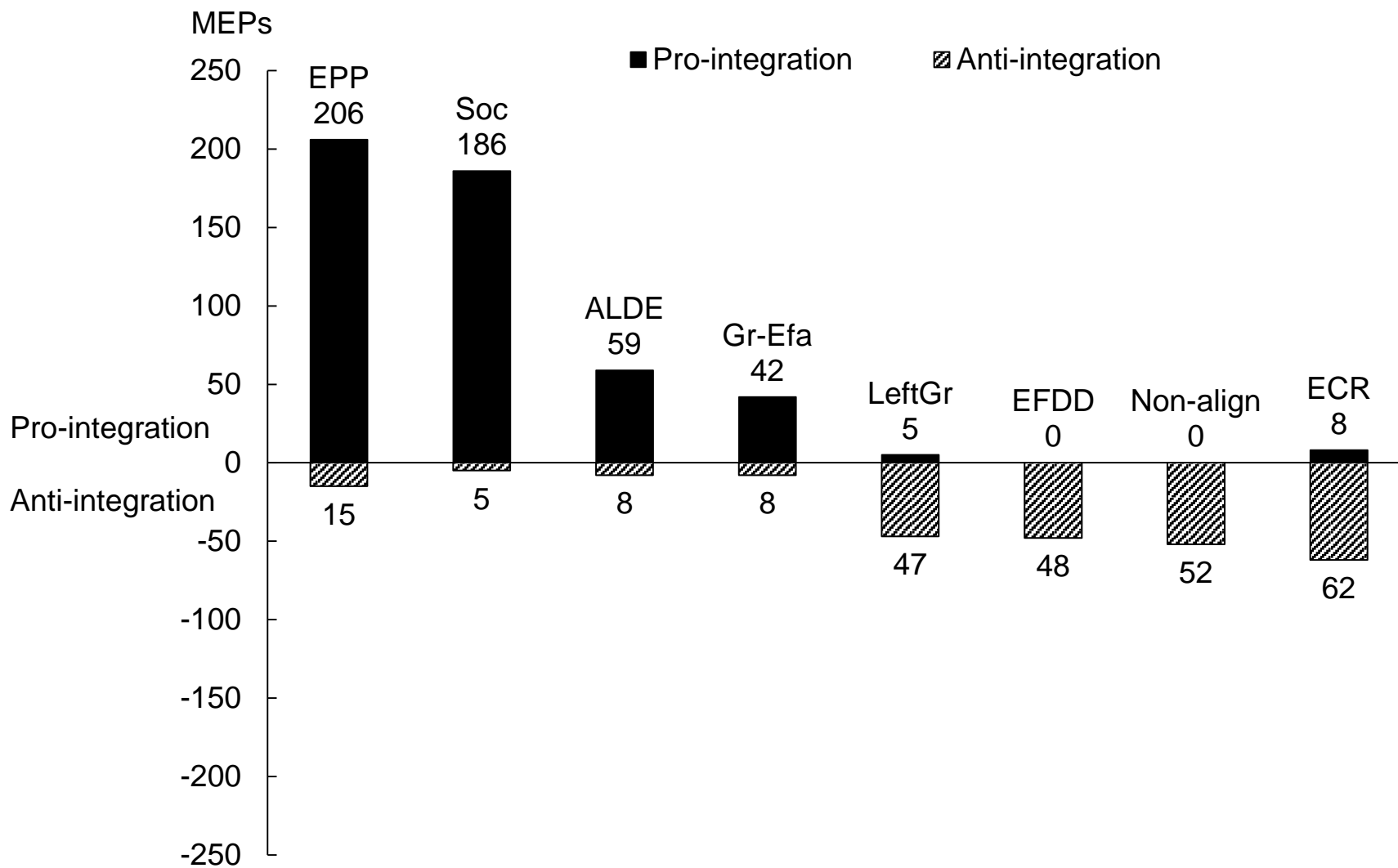
EU: Burkean representation through multi-national aggregation in Party Groups, Council

Multi-national aggregation breaks link with accountability to national citizens

Acquis, treaty commitments, Commission bias restrict choices to:

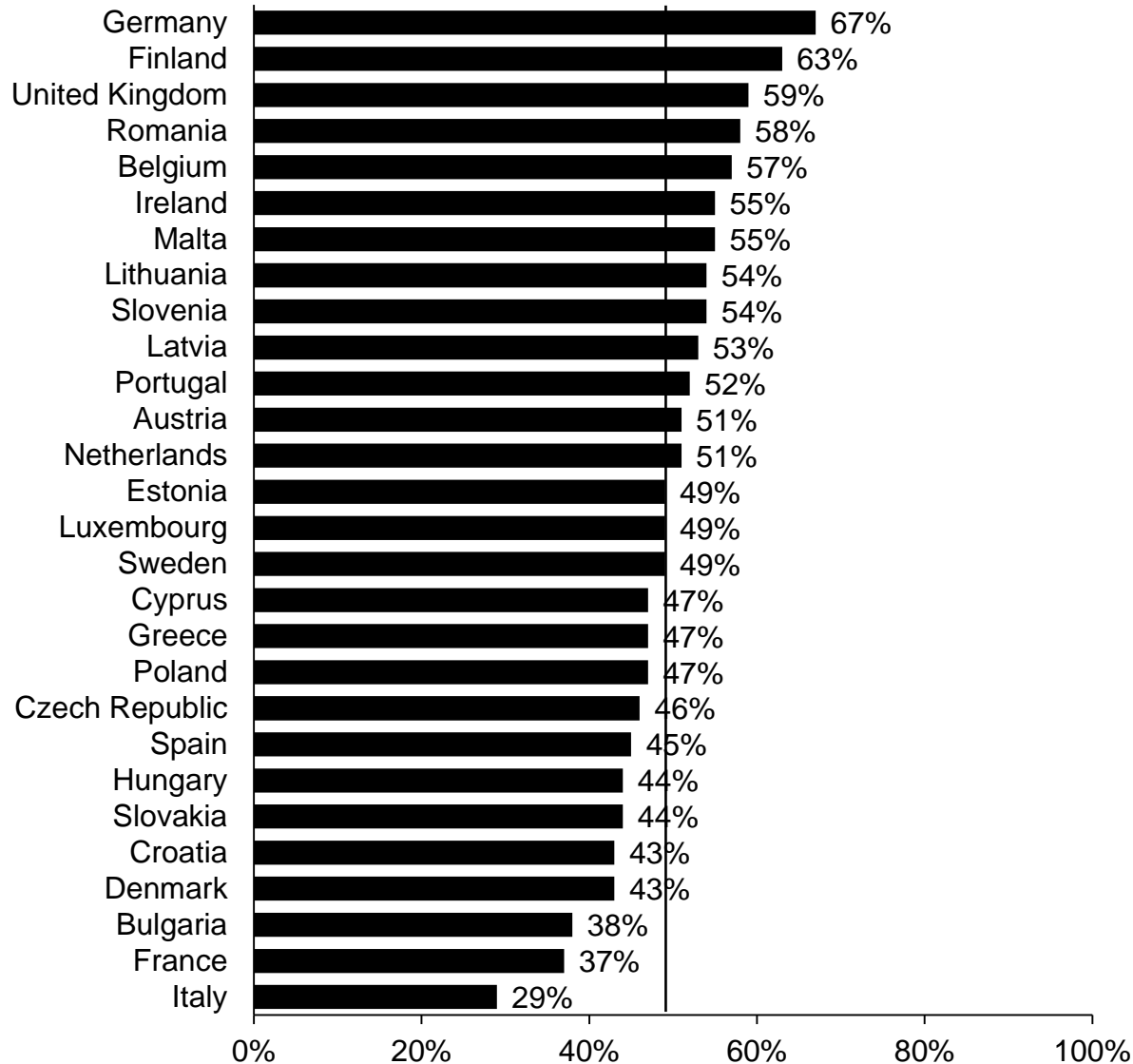
Ever closer Union. Do nothing. Atom bomb of exit.

A BIG MAJORITY OF MEPs PRO-INTEGRATION



EUROPEAN COUNCIL: REPRESENTS STATES NOT PEOPLE

(Share of vote in national election preceding 2014 EP contest)



Source: European Journal of Political Research, Political Data Yearbook 2010, 2011, 2012, 2013 and 2014.

ONE WAY BIAS TOWARD MORE INTEGRATION

- Integration by stealth: European Commission. Monnet. Haas.
- Co-decision by Council & Parliament with pro-Integration Commission.
- Bargaining in Council. Moravcsik.
- Checks and balances provide Horizontal accountability.
- Effectiveness: Failed technocrats.

CITIZENS OF NATIONAL DEMOCRACIES

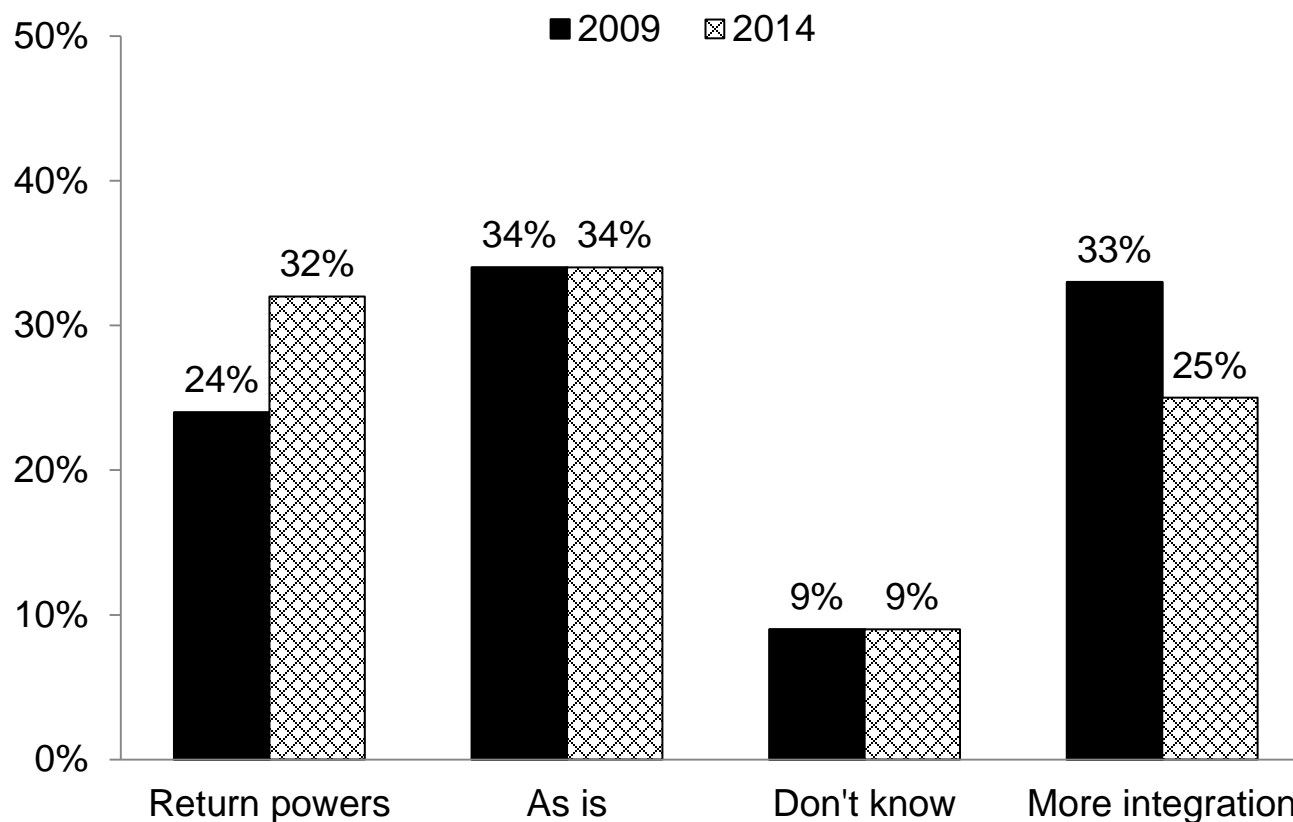
National citizens have opinions & votes

EU issues—economy, (im)migration--now relevant in national systems

Citizens represent views through polls, national elections, referendums

EUROPEAN CITIZENS SCEPTICAL ABOUT MORE EU INTEGRATION 2009, 2014

Q. Some say European integration should be pushed further. Others say it has already gone too far. What is your opinion?



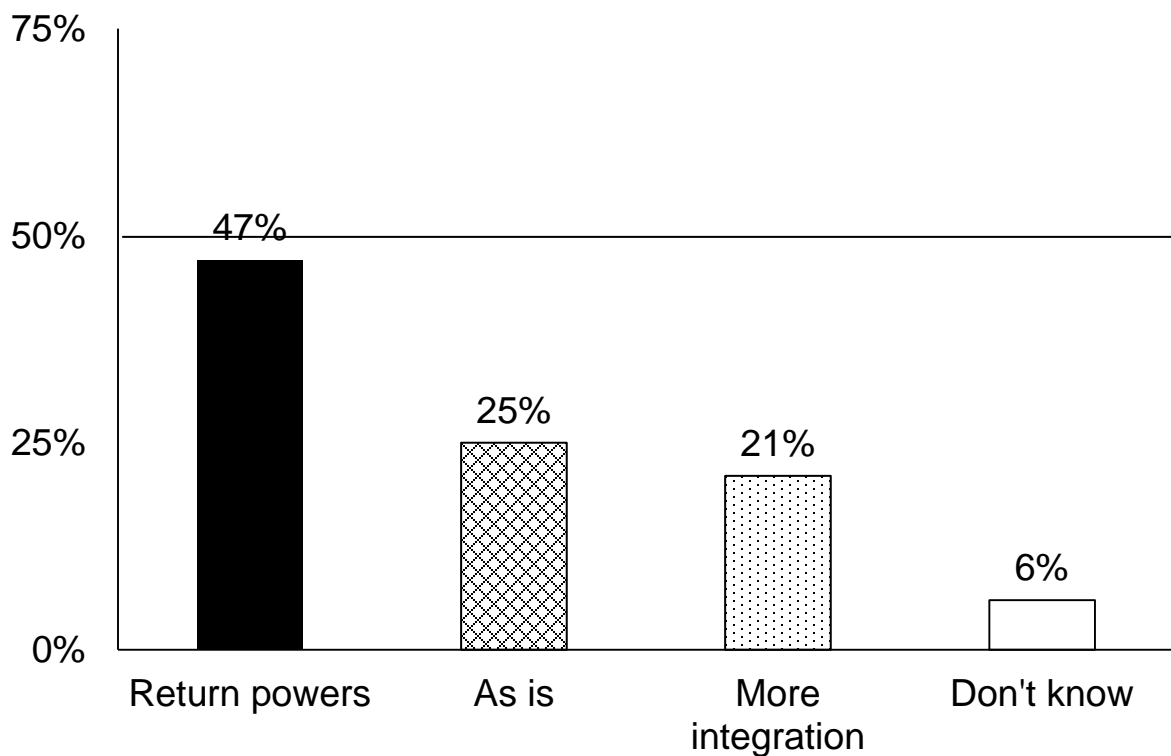
Source: Rose, Richard and Borz, Gabriela, 2016. "Static and Dynamic Views of European Integration", *Journal of Common Market Studies*, 54, 2, 370–87. More integration: answers: 7-10 on 11-point scale. As is: points 4-6. Return powers: points 0-3.

GROWING APPROVAL OF EU REDUCING ITS POWERS, 2016

Q. Which statement best describes your views about the future of the European Union, even if none is exactly right?

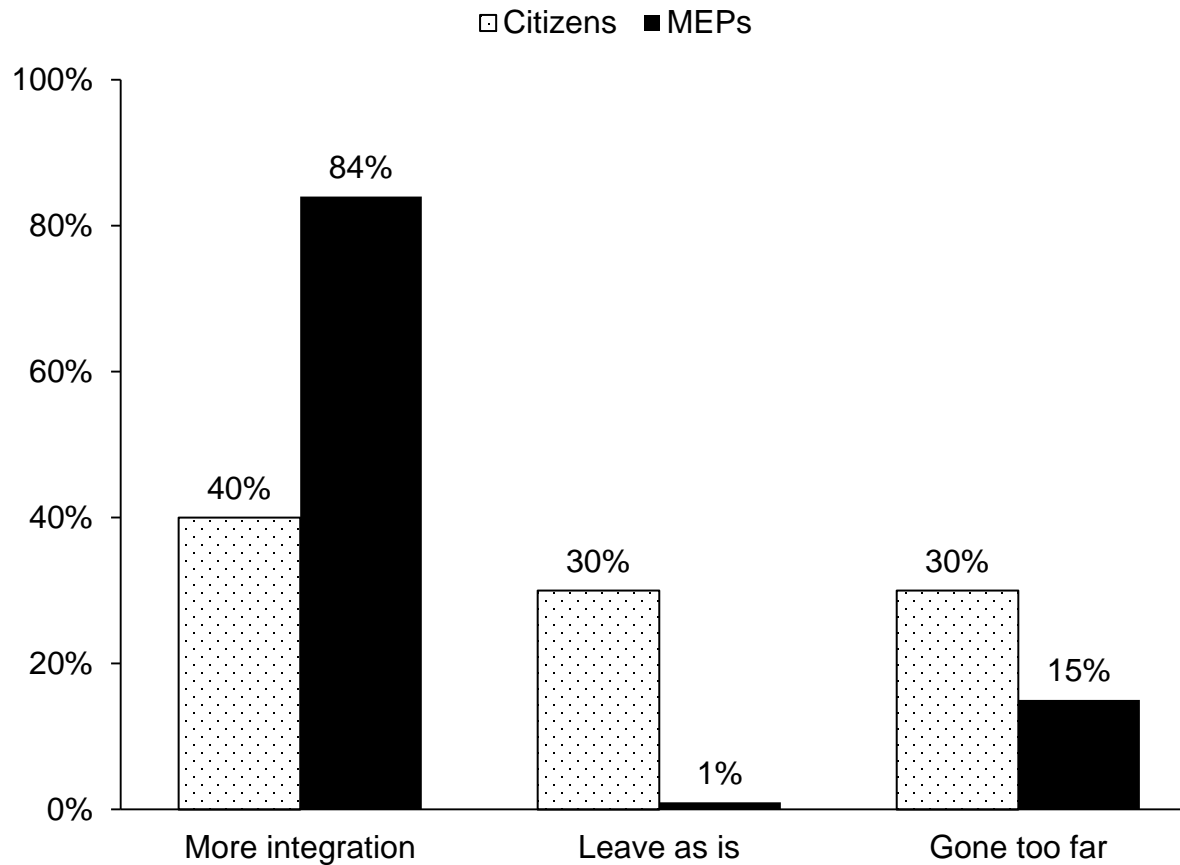
- a) National governments should transfer more powers to the EU
- b) The current division of powers between national governments and the EU should remain the same
- c) Some powers should be returned to national governments
- d) Don't know

8-nation average



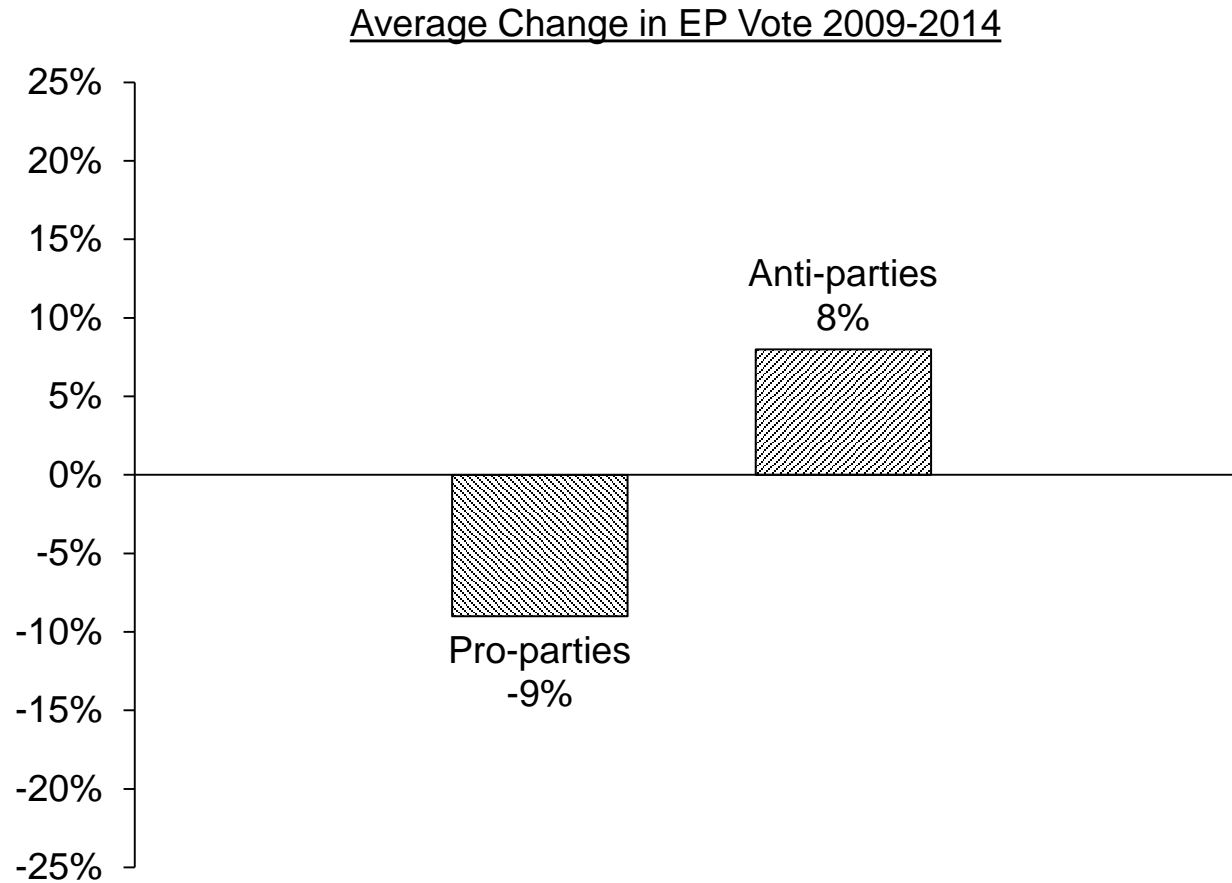
Source: Pew Global Survey, spring, 2016. Mean for France, Germany, Greece, Italy, Netherlands, Spain, Sweden, UK. See www.pewglobal.org or Google Pew Euroskepticism 2016.

MEPs DO NOT REPRESENT THEIR VOTERS ON EU INTEGRATION



Source: Rose, Richard, 2015. *Representing Europeans: a Pragmatic Approach*. Oxford: Oxford University Press.

CROSS-CUTTING CLEAVAGES MUFFLE EFFECT ON VOTES



For full details see Stevenson and Rose, *National Party Programmes and European Integration*, U. of Strathclyde Studies in Public Policy No. 520, 2016, Table 5.3.

RESPONSES OF NATIONAL PARTIES TO ANTI-EU PRESSURES

Co-opt: Netherlands, Finland

Cartel: Sweden

Failed cartel: Austria?

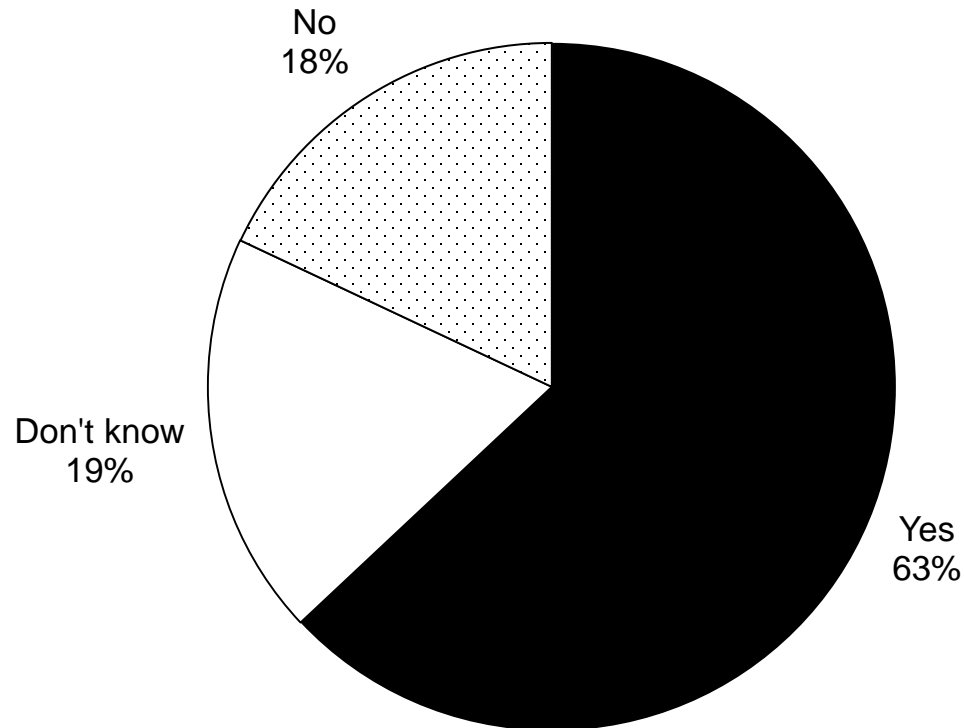
Referendums: Greece, UK, Hungary

NATIONAL CITIZENS FAVOUR REFERENDUMS

Calling a referendum a subsidiarity decision for each member state

Shift from membership referendums to issue referendums since 2000

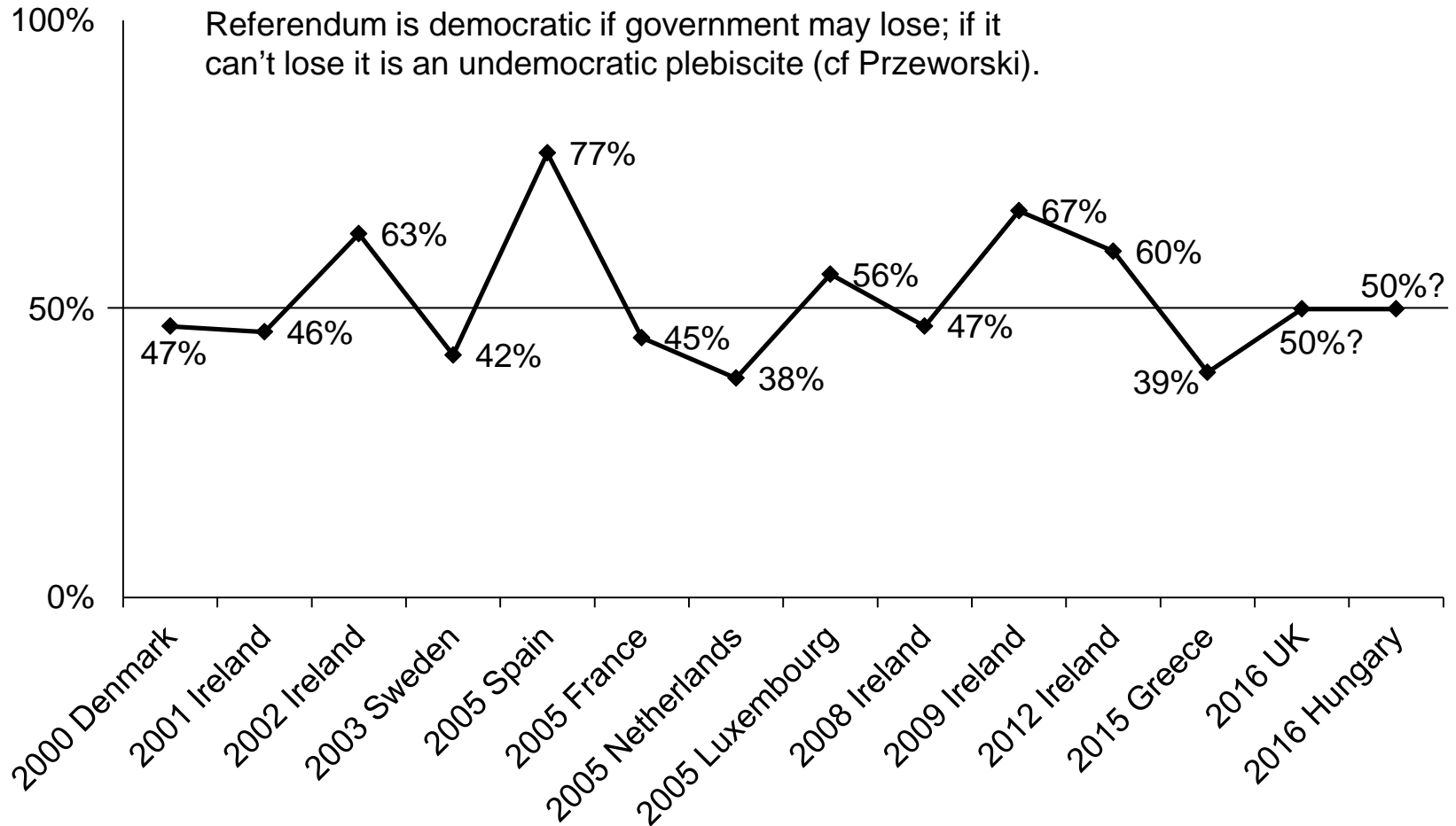
Q. Should EU treaty changes be decided by referendum? (2009 EES)



Source: Richard Rose and Gabriela Borz, "What Determines Demand for European Union Referendums", *Journal of European Integration* (2013), 35,5, 619-33.

FROM CONSTRAINED CONSENSUS TO DEMOCRATIC DISSENSUS

% pro EU vote



Source: Richard Rose, *Representing Europeans: a Pragmatic Approach* (Oxford UP 2015, Table 5.1).

THE GOLDONI PROBLEM: PRIME MINISTERS MUST SERVE THREE MASTERS

European Council as Master:

Treaty commitments inherited from distant predecessor

Prime Ministers subject to Council group norms (Janis)

National electorate as Master:

Each PM accountable to a different electorate

Seven or eight governments face re-election each year

Government colleagues as Master:

Single governing party: UK

Coalition: Greece, Germany

No party colleagues, Monti, Italy

Source: Cf. Carlo Goldoni (1746) *Il Servitore di due Padroni*.