

Can EU cross-border governance be democratic? Some theoretical thoughts on citizen's participation in the European Union

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Introduction to the research interest: The paradigm of democratizing the EU is over, or, let's democratize it where it makes sense.

"Quo vadis Europe?" This inflationary used question can be spotted anywhere in the media articulated by scientists, experts and practitioners. Recently, it has even been raised by the head of the EU – the president of the European Commission Jean-Claude Juncker – when he introduced the White Paper on the Future of Europe. The five scenarios expressed in this document are symbolic for the way of uncertainty that the European political project is facing. They represent the entire range of partially contradictory reform proposals that were formulated by high-level decision-makers on national or supranational level¹ as well as academics and EU scholars. In general, they reveal the renunciation of the long-standing riddle how to democratize a transnational polity of the EU towards a conceptual re-articulation and re-definition of the EU identity and general structure. It seems that both scholars as well as practitioners comprehended that transnational polity and democracy (in a nation-state ideal) are not suitable. The EU as such is to hesitant, inefficient and trapped in the multilevel governance pitfall that impedes agency. To democratize the EU is to slow it down, to make it even more incapable of acting as critics say.

Indeed, to democratize the EU is like to find a needle in a haystack. Re-nationalization of the already enclosed public sphere of 28 or soon 27 member states, no common European culture or identity, no European mass media received by the majority of the European population and incomprehensible and opaque decision-making in Brussels and Strasbourg. Also the European Citizens' Initiative (ECI) and the EP election 2014 where firstly heads of the parties were nominated to personalize the election did not lead to the expected outcome. Democracy in the European Union on supranational level, hence, can be considered as challenging and highly contested. The democratic

deficit is one of the symptoms that the EU is suffering from.²

It is where the people live together and get in contact with each other on a daily basis where the idea of European identity and politics can be argued, bargained, decided and implemented with the voice and vote of the people. It is the geographical and personal proximity that mobilizes the people to think, discuss and engage in politics. European politics that should tackle the regions, the citizens and also consider the regional peculiarities can only be developed and implemented on subnational and not on supranational level. The closer the territorial layer is to the citizens, the more it is likely that people can be mobilized in their respective communities. Nevertheless, to democratize the regions doesn't lead immediately to more European legitimacy and international cooperation but may result in regionalism and hole up in the own environment, therefore the European and international dimension is still important to bear in mind. Inner-European border regions have been labelled as a micro-laboratory of European integration³ as they inhabit 30% of the population that covers a territory of 40% of the population⁴ within the European Union. The European Union has fostered European cross-border cooperation with the financial instrument INTERREG and the legal form of the European Grouping of Territorial Cooperation (EGTC) and therefore, lay the foundation for a bottom-up framework to create Europe from below and to implement the ideas conceptualized on subnational level by the use of the structural funds. The cross-border policy priority elaboration funded by the INTERREG funds shall be decided in each Inner-European border region by the population as they are the ones benefiting from and concerned of the policies adopted.

As a consequence, several forms of public and civil forums mushroomed in the already more than 150 Euroregions⁵ from open consultations to citizen's councils. If we focus on these forums, we see that only choices may be done that are prescribed and implemented by the public administrations in these territorial arenas. The development of cross-border policies does not leave a great leeway for creating own ideas and policies to develop an own regional policy

¹ The EU White Book on the Future of Europe by presented by the president of the European Commission Jean-Claude Juncker has been introduced in March 2017. Other proposals to reform the EU have been articulated e.g. by Guy Verhofstadt, Leader of the Alliance of Liberals and Democrats for Europe Group and Member of the European Parliament. Also in the post-Brexit phase some nation-state leaders were claiming a reform of the European Union, e.g. the Polish government.

² See Blatter, Schmid, Blätter 2016.

³ See Jańczak 2014:14, Ulrich 2016:157.

⁴ See Ulrich 2015:199.

⁵ See Svensson 2013:409.

Cross Border Governance In The European Union

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