Monnet’s Error?

September 2014

Luigi Guiso
Einaudi Institute for Economics and Finance & CEPR

Paola Sapienza
Northwestern University, NBER, & CEPR

Luigi Zingales*
University of Chicago, NBER, & CEPR

Abstract
Do partial steps toward European integration generate support for further steps or do they create a political backlash? We try to answer this question by analyzing the cross sectional and time series variation in pro-European sentiments in the EU 15 countries. The two major steps forward (the 1992 Maastricht Treaty and the 2004 enlargement) seem to have reduced the pro-Europe sentiment as does the 2010 Eurozone crisis. Yet, in spite of the worst recession in recent history, the Europeans still support the common currency. Europe seems trapped in catch-22: there is no desire to go backward, no interest in going forward, but it is economically unsustainable to stay still.

We would like to thank Tarek Hassan, Paola Giuliano, Gerard Roland, and Justin Wolfers for very useful comments and Luca Riva and Riccardo Marchingiglio for very dedicated research assistantship. Luigi Zingales gratefully acknowledges financial support from the Center for Research in Security Prices (CRSP) and the Initiative on Global Markets at the University of Chicago
L’Europe se fera dans les crises et elle sera la somme des solutions apportées à ces crises.

[Europe will be forged in crises, and will be the sum of the solutions adopted for those crises.]


The process of European integration has been one of the most significant institutional changes in the world during the last 60 years. What started as a limited economic cooperation project involving only six nations is now a political entity involving 28 countries. The “dream” of a generation emerging from the disasters of World War II has now become an institutional reality, with a common market, a common currency, a common central bank, and a lot of common regulation. Much of this evolution took place in leaps and bounds at time of crises. It was the tension of the Cold War that pushed the formation of the first European Coal and Steel Community (ECSC) and it was (at least in part) the fall of the Berlin Wall that accelerated the creation of the common currency. In this respect, the progress of the European Union seems to fit the prediction made by Monnet (one of its founding fathers), that Europe will be forged in crises.

Following the 2010 euro crisis, however, the consensus toward Europe in Southern Europe dropped significantly (from 54% to 44%), reaching the lowest level among all the regions. Not only the European project is losing support as a result of the crisis, but it is losing even more support among the youngest generations. Was Monnet’s wrong or is it just a temporary blip in an otherwise successful strategy?

In this paper we try to answer this question by examining the evolution of Europeans’ sentiments toward the European integration project from 1973 to 2013. By using Eurobarometer’s surveys we put together the longest possible time series of questions regarding Europeans’ perceptions of the past and future benefits of European membership, support for the common currency as well as the level of trust in European institutions in the 15 European countries that joined Europe up to 1995 (France, Germany, Italy, Belgium, Netherlands, Luxembourg, UK, Ireland, Denmark, Greece, Spain, Portugal, Austria, Finland, and Sweden).
The functionalist view, advanced by Jean Monnet, assumes that moving some policy functions to the supranational level will create pressure for more integration through both positive feedback loops (as voters realize the benefits of integrating some functions and will want to integrate more) and negative ones (as partial integration leads to inconsistencies that force further integration). In the functionalists’ view integration is not the result of a democratic process, but the product of an enlightened élite’s effort. In its desire to push forward the European agenda, this élite accepts to make unsustainable integration steps, in the hope that future crises will force further integration. In the words of Padoa-Schioppa (2004, p. 14), a passionate Europe-supporter, who espoused this theory, “[T]he road toward the single currency looks like a chain reaction in which each step resolved a preexisting contradiction and generated a new one that in turn required a further step forward.”

A more benign interpretation of this “chain reaction theory” is that European voters desire more integration, but local politicians do not, because they do not want to give up their power. Thus, it is incumbent upon enlightened pro-European technocrats to force the politicians’ hands, taking advantage of any opportunity, especially at moment of crises.

Both interpretations of the chain reaction theory, however, rely on the assumption that the contradictions are always resolved with a step forward, not a step backward, leading to further support for the European project. In a democracy, this outcome depends very much on how crises affect the political support for the European project and how costly it is to revert back. Do Europe-related crises increase the skepticism toward the European project or do they generate more demand for European integration? Does integration lead to further demand for integration?

To answer these questions we analyze the cross sectional and time series variations in attitudes of European voters and how they change at three crucial times: the 1992 Maastricht treaty, the 2004 enlargement to Eastern Europe, and the 2010 Eurozone crisis.

To begin with there is a very different level of pro-European sentiment (Europhilia), across EU members. Initially, Southern European countries were much more pro-Europe than Northern European ones. This difference appears related to the
quality of institutions of each country vis-à-vis Germany. The worse the relative quality of domestic institutions, the higher the demand for Europe was.

When we look at the temporal patterns of Europhilia, we find that between 1973 and 1991 Europeans’ views about the current benefits of European membership improved considerably. This increase seems consistent with the positive feedback loop implicit in Monnet’s chain reaction theory: the experience of a common governance leads to an increased demand for more common governance.

This positive feedback loop, however, seems to break down with the 1992 Maastricht treaty. There is a drop in support for European membership and by looking at individual data this drop is highly correlated with a reduced support for the single market and for further political integration. This step seems to have created a permanent backlash. The same effect occurs after the 2004 European enlargement to Eastern Europe and with the 2010 Euro crisis.

While the question on past benefits of European membership exhibit a similar behavior, the attitudes towards the common currency and the trust towards the EU and the ECB show very different patterns. The support for the Euro seems to be remarkably stable, in spite of the Eurozone crisis, while trust in European institutions plummeted, even more so than the trust toward national institutions. Europeans have not given up on the European project, but do not like the way it is managed.

By using the surveys before and after the watershed moments, we build pseudo-panels (Deaton, 1985) to probe deeper into the causes of the consensus drop. The deterioration in the support for Europe in 1992 appears directly linked to a worsening in opinion regarding the benefits of a single European market, a single currency, and further political integration. This effect is similar across all countries, with the exception of Denmark, for which is worse.

By contrast, the drop in support for Europe around the 2004 enlargement seems to be mostly driven by country-specific factors. In particular, the support for the single currency drops significantly among Southern European countries.

Finally, when we look at the Eurozone crisis, the most important determinant seems to be the level of unemployment, which affects negatively the support for Europe. After the adoption of the Euro, the interest rate spread of a country public debt vis-à-vis
the German Bunds also has a negative impact on support for EU membership for the Eurozone countries. This effect, however, disappear if we allow a separate time trend for Southern European countries. We confirm this evidence by creating a pseudo-panel with the two surveys before and after the crisis and using individual perceptions of the economic conditions, rather than macro level variables.

Because the single currency forces also a single monetary policy, disappointment with Europe may arise because common policy decisions may be suboptimal from a domestic point of view. To estimate how much of the disenchantment towards Europe is correlated with the suboptimality of a common monetary policy, we compute the difference between the country optimal Taylor rule and the ECB policy rule for each country. We find that these deviations are highly predictive of the drop in support for Europe and in the trust towards the ECB. Yet, paradoxically, they are not predictive of the drop in support for the common currency. Europeans seem to believe in the common currency, not in the way it is managed.

Most Europeans are unhappy with the direction that the European Union has right now, but they still consider it a useful institution to deal with crises. In spite of the worst recession in recent history, the Europeans still believe in the common currency. Yet, they show no appetite to delegate more power to the EU.

Since the survival of the Euro is dependent upon further transfers of national powers to the EU, then the European Project is in a catch-22. Europeans do not want to go forward, they do not want to go backward, but they cannot stay still.

1. Theories of the European Integration Process

The process of European Integration has been greatly influenced by the functionalist view, as interpreted and advanced by Jean Monnet, one of the EU founding founders. The functionalist view postulates that European integration is mostly pushed by élites and interest groups that transcend national boundaries (Haas (1958, 1964). It is called "functionalism" (sometimes neo functionalism) because it aims at transferring specific "functions" to supranational institutions.
The functionalist approach finds its first institutional implementation in the European Coal and Steel Community Treaty. The treaty established five main institutions, which constituted the foundation of the institutional framework of the European Community (Laffan and Mazey, 2006). These institutions, which do not respond directly to voters, are deputized to push further the integration process.

The institutional counterpart to this strategy is the so called *methode communautaire* (Community Method), which granted to the supranational institutions of the EU, rather than the governments of the member states, a central role in formulating proposals. The appointment method naturally led to a Commission populated by pro-European members, who made proposals for further integration.

A corollary of this approach is that the Commission must not be highly politicized, but must represent all mainstream parties in Europe. In so doing this method favored the formation of an élite of pro-European bureaucrats, with little or no political accountability. It is what Marquand (1979) calls Europe’s “democratic deficit”.

As discussed in Spolaore (2013), functionalists believe that moving some policy functions to the supranational level creates pressure for more integration through both positive and negative feedback loops. The positive feedback occurs as politicians and voters observe the benefits of integrating some functions and will want to integrate more. The negative feedback occurs when partial integration leads to institutional and economic inconsistencies that will push further integration by forcing the introduction of the complementary reforms needed. Needless to say, for the negative feedback mechanism to push further integration that fixes the institutional inconsistencies, it must be true that dismantling the initial integration is costly – that is institutional and economic integration comes with irreversibility, so that pushing forward may be less costly than pulling back. According to Eichengreen (2006) and Pierson (1996) technocrats typically start from narrow areas of expertise (e.g. coal, steel) where they have an informational advantage and voters and national politicians are not able to predict or anticipate the contradictions generated by these partial integrations, nor are interested in opposing them because they affect a limited number of voters.

A leading example of this “burning the ships” strategy is the euro. In the words of the former German Chancellor Helmut Schmidt “This is the great strength of the euro,
that nobody can leave it without damaging his own country and his own economy in a severe way.”

As explained by Monnet’s collaborator George Ball (1994): “Monnet recognized that the very irrationality of this scheme might provide the pressure to achieve exactly what he wanted - the triggering of a chain reaction. The awkwardness and complexity resulting from the singling out of coal and steel would drive member governments to accept the idea of pooling other production as well.”

At least some European founding fathers seem to have conceived the mechanism knowing that these inconsistencies would lead to crises. These crises were seen as opportunities to force further integration which voters would have not favored otherwise. In the words of Romano Prodi, one of these founding fathers, "I am sure the euro will oblige us to introduce a new set of economic policy instruments. It is politically impossible to propose that now. But some day there will be a crisis and new instruments will be created.”

Therefore, in order for the functionalist approach to work, an initial integration step should lead to more demand for integration later, either through the positive or the negative feedback loop (or both). Most importantly, the functionalist approach implicitly assumes that there is no risk of a backlash, pushing the integration project backward. Padoa-Schioppa, one of the founding father of the euro, once said that the Economic and Monetary Union (EMU) has the same name of an ostrich-like Australian bird. “Neither,” he said, “can go backwards.”

Yet, there is a contradiction implicit in this approach. On the one hand, this strategy makes sense only if further integration is not desired today. If voters were in favor of further integration from the start, the functionalist approach would be redundant. On the other hand, if voters were against further integration and fully anticipated the feedback effects, they will oppose even the first move. Thus, to work the functionalist

---


approach requires a certain degree of voters’ deception, which adds to the perception of a democratic deficit.

In this paper we analyze the public opinion regarding the European project through the lenses of Monnet’s conjecture. First, we analyze the functioning of the positive feedback loop. In particular, we study whether the pro European sentiment evolves as a function of the time spent in the Union. We also analyze the evolution of a country xenophobic attitude as a function of the number of immigrants coming from Europe and from outside of Europe. It is possible that mistrust toward other nations and citizens prevents comprehensive integration, at the start, but as citizens learn to trust other immigrants and get to know them, the public opinions may shift. According to this hypothesis, as Europe becomes more integrated, especially with the abolition of the internal border of control and several European initiatives, such as the Erasmus program, European citizens learn to trust more their counterparts. This positive feedback could, in turn, change positively the sentiment toward further integration.

Second, we analyze the negative feedback loop at three critical junctures of the European project: i) the signing of the Maastricht treaty; ii) the 2004 EU enlargement to Eastern Europe; iii) the effect of the 2010 Eurozone crisis.

2. The Data

2.1 The Eurobarometer Surveys

The Eurobarometer surveys are the product of a unique program of cross national and cross temporal social science research. The effort began in the early 1970s, when the European Economic Community (EEC)’s Commission sponsored simultaneous surveys in the EEC to measure public awareness of, and attitudes towards, the Common Market and the European Community institutions. In 1974, the EEC Commission launched the Eurobarometer series, designed to provide a regular monitoring of the social and political attitudes in the nine member-nations: France, Germany, Great Britain, Italy, the Netherlands, Belgium, Denmark, Ireland, and Luxembourg.

These Eurobarometer surveys are carried out in the spring and fall of each year. In addition to regular readings of support for European integration, each survey explores
some special topics. Beginning with Barometer 7 in the spring of 1977, the surveys measure also the support for the European Parliament.

The geographic scope of Eurobarometer surveys has gone hand in hand with the Community’s enlargement process: it has included Greece since fall 1980, Portugal and Spain since Fall 1985, the former German Democratic Republic (East Germany) since 1990, Finland since the Spring of 1993, and Sweden and Austria since the Fall of 1994. Since the 2004 eastern enlargement of the Union, the survey has included the Republic of Cyprus, the Czech Republic, the Baltic States, Malta, Poland, Slovakia and Slovenia. In spring 2007 Romania and Bulgaria have also been included.

For the sake of consistency, we excluded citizens from countries not yet in the European Union at the time of the survey\(^3\) as well as respondents below the age of 18. Among all the Eurobarometer waves, we select those in which questions about the attitudes towards membership, the euro, and the European Central Bank are asked, as well as questions on trust in the national institutions, voting behavior in the elections for the European Parliament and in the national general elections. The exact wording of these questions is reported below

<table>
<thead>
<tr>
<th>QUESTION</th>
<th>WORDING</th>
</tr>
</thead>
<tbody>
<tr>
<td>MEMBERSHIP</td>
<td>Generally speaking, do you think that (OUR COUNTRY)'s membership of the European Union is . (Good, Neither good nor bad, Bad)? We compute the share of respondents who answer Good.(^4)</td>
</tr>
<tr>
<td>BENEFIT</td>
<td>Taking everything into consideration, would you say that (OUR COUNTRY) has on balance benefitted or not from being a member of the European Union (Benefitted, Not benefitted)? We compute the share of respondents who answer Benefitted.</td>
</tr>
<tr>
<td>EURO</td>
<td>Please tell me for each proposal, whether you are for it or against it. [...] There has to be one single currency, the euro, replacing the (NATIONAL CURRENCY) and all other national currencies of the member states of the European Union.</td>
</tr>
</tbody>
</table>

\(^3\)So that, for instance, Finns are included since spring 1995 as opposed to spring 1993.

\(^4\)In earlier datasets the coding of the third option “Neither good nor bad” is inconsistent. Even after reviewing the codebooks we were unable to reach a desired level of confidence in our results. For this reason we limited ourselves to the dichotomist choice.
(For, Against). We compute the share of respondents who answer “For”.

**TRUST EU**

*For each of the following institutions, please tell me if you tend to trust it or tend not to trust it? [...] The European Union.* (Tend to trust, Tend not to trust). We compute the share of respondents who answer “Tend to trust”.

**TRUST ECB**

*For each of the following European institutions, please tell me if you tend to trust it or tend not to trust it? [...] The European Central Bank* (Tend to trust, Tend not to trust). We compute the share of respondents who answer “Tend to trust”.

The MEMBERSHIP variable is a measure of the view of the current and future benefits of belonging to the EU. By contrast, the variable BENEFIT represents an assessment about the past benefits, while we interpret TRUST EU as an assessment of how the European project is managed. Similarly, the EURO variable assesses the beliefs in the necessity of a common currency, while we interpret the TRUST ECB variable as a judgment on the way the common currency is managed. In this way we are able to distinguish between opinions about the validity of the European unification project and opinions about the performance of the current European institutions. As we will see, this distinction will turn out to be empirically important.

The summary statistics of these variables are contained in Table 1. Panel A reports the individual data, while Panels B and C report averages by country. Finally, Panel D reports sample statistics on electoral variables. For a detailed description of these variables see Table A1 in Appendix.

### 2.2 Demographic variables

The Eurobarometer surveys contain information on the date of birth of respondents. By using this date, we cluster people in five cohorts: the War II generation (born before 1945), the post War II generation (between 1946 and 1957), the baby boom generation (between 1958 and 1967), the Erasmus generation (so called because they benefitted from European fellowship program to study abroad between 1968 and 1979), and the millennia generation (born after 1979).
They contain also data on years of education and occupation recoded in 10 categories.\(^5\)

2.3 Macroeconomic Variables

The exact description of the macroeconomic variables we use is contained in Table A.1 in the Appendix. For the unemployment rate (unemployed persons as a share of the total active population) we use the Annual Macro-Economic Database of the European Commission; for inflation, the OECD Consumer Price Indices. As ECB policy rate we use the Marginal Lending Facility Rate (MLR), i.e. the interest rate at which major financial institutions obtain overnight liquidity from national central banks in the Eurosystem, against eligible assets. We obtain the pre-Euro national central bank discount rate from the IMF International Financial Statistics (line 60).


2.4 Attitudinal and Cultural Variables

We derive some indicators of cultural and attitudinal differences across countries from the European Social Studies surveys. As indicators of racism we use the answer to the following question “On this list are various groups of people. Could you please mention any that you would not like not to have as neighbors?” One measure (called “no neighbors: race”) equals to one if the respondent mentions “People of a different race” as a possible answer. The other measure (called “no neighbors: immigrants”) equals to one if the respondent mentions “People of a different race” as a possible answer.

As a measure of pride we use the question “how proud are you to be a ... (country) citizen.” We compute the share of respondents who declare themselves Very Proud on a 4pt scale (1 = Very Proud, 2 = Quite Proud, 3 = Not very proud, 4 = Not at all proud).

---

The genetic distance is the bilateral genetic distances between countries computed by Cavalli Sforza (2000) and used by Guiso et al. (2009) and Spolaore and Wacziarg (2009).

3. Sentiment toward the European Union

Before analyzing the evolution of sentiments toward Europe it is important to study whether citizens of different countries have a different baseline attitude vis-à-vis the European project. As the Union was formed, did the initial level of support differ across countries? Why?

Table 2 shows the sentiments toward the European project the first time this question was asked (which changes from question to question and from country to country). The oldest question is whether EU membership is a good thing for the country, which was asked since 1973. For the core countries (France, Belgium, The Netherland, Germany, and Italy), thus, the question is asked several years after they joined the EU, something we need to keep in mind in the interpretation.

The first column reports the fraction of people, by country, who answer “Good” to the question “Generally speaking, do you think that (OUR COUNTRY)'s membership of the European Union is (Good, Neither good nor bad, Bad)?” The data show a large difference of opinions across geographical areas. Among the core countries there is an overwhelming majority in support, with Italy being the most favorable (80%) and France being the least favorable (69%). By contrast, for later entrants the picture is mixed. United Kingdom (36%) and Denmark (46%) joined with only a minority supporting the EU. So did Greece (42%), Sweden (40%), and Austria (42%). Instead, Portugal (72%) and Spain (78%) enjoyed a large majority of supporters for the project at the time of entry.

The remarkable difference in support between early and later entrant (73% vs 52%) may reflect a selection effect (the more enthusiastic joined first) or an acquired taste effect (consistent with the positive feedback effect predicted by the functionalist approach).

The other answers show a similar pattern. Yet, there are some differences. The fraction of respondents who in 1984 agreed that their country benefitted from being a
member of the European Union is the majority in France (55%), Belgium (52%), the Netherlands (69%), Luxemburg (72%) and Ireland (61%), while is less than half in Germany (41%), Denmark (44%), Greece (47%) and the UK (34%). The difference may reflect the fact that this question focuses on the past (have you benefited), rather than the present/future (is membership good today).\(^6\)

On average, citizens of the core countries seem to trust the European Union less than they think it is beneficial. The fraction of respondents who trust it are the majority only in Italy (63%) and Luxembourg (76%). Among the late entrants, Southern countries have a more positive view, while Northern ones do not trust the European Union.

Can we explain these differences in opinion with country-specific variables? To this purpose, we extract the country fixed effects from the following O.L.S. regression run on the sample of respondents to the pooled Eurobarometer surveys in the year when a country entered the EU (or 1973 for the original six countries):

\[ Membership_{ijt} = \alpha + \beta X_{ijt} + \gamma D_j + \epsilon_{ijt} \]

where \( i \) stands for individual, \( j \) for country and \( t \) for the entry year. The Membership variable is a dummy variable equal to 1 if a respondent answers “Good” to the Membership question in that country year. \( X_{ijt} \) are individual demographics (gender, cohorts, education, occupation), and \( D_j \) are country fixed effects.

Figure 1 plots the country fixed-effects (relative to Germany) derived from (1). There is a very strong North-South component in these country fixed effects The picture is similar (not reported) if, instead of the Membership variable, we use the Benefit (a dummy variable =1 if a respondent thinks that his country has on balance benefitted from EU), the support for the Euro, or the Trust in EU and ECB. For simplicity, we will refer to all these variables measuring the support towards the European projects as Europhilia indicators.

In Table 3 we regress these countries’ fixed effects on potential determinants of Europhilia. Each RHS variable is a proxy for a motive for supporting Europe cited in the public debate. Since we only have 15 observations, we run univariate regressions with

\[^6\text{For the newcomers, Spain and Portugal in 1986 and Finland Sweden and Austria in 1995, the answer has not much relevance, since they have just joined the EU.}\]
each of the variables in the rows of Table 2.A as RHS variables. Each entry in the table shows the slope coefficient (and its standard error) of the regression where the LHS is the variable reported at the top of the column and the RHS is the one variable indicated at the beginning of the row. Statistically significant coefficients are marked in bold.

Though not all motives should affect each indicator of support for the European project, we are not very successful in explaining these country fixed effects. Given the number of right hand side variables, the level of statistical significance is close to what we would expect just by chance. Thus, the main objective of this table is to show which theories do not matter.

To begin with, a prevailing view is that Europe was the response to the horrors of the two World Wars. For this reason, we use as a possible determinant of Europhilia the sum in number of deaths suffered by a country in World War I and in World War II divided by its population at the beginning of each war. We do not find any evidence to support that the European unification is a mere consequence of the destruction of the war. One could argue that the relative number of deaths might not capture well the destructions of war. However, countries that were spared the horrors of WWII, such a Spain and Portugal, exhibit a higher level of Europhilia than countries devastated by the war, such as Austria and England.

Similarly, we do not find any support for the idea that a country’s average attitude towards Europe depends upon its relative GDP per capita, the ratio between Net Receipts from the EU and GDP, the openness to trade (proxying for an “Economic insurance”, “Economic Transfers”, and “Trade Opportunities” motives, respectively), the level of xenophobia, the level of patriotism, and the genetic distance of its indigenous population with the indigenous population of the rest of the European Union (a proxy for cultural barriers).

By contrast, a measure of institutional quality (the difference in each country government effectiveness vis-à-vis Germany, computed in 2007) seems to be correlated with Europhilia. The government effectiveness is a World Bank’s World Government Indicator Index, capturing “perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's
commitment to such policies (increasing in government capacity)” (Kauffman et al (2010)). Countries with more effective governments than Germany are less Europhile. By contrast, countries with relative bad institutions seem to be happier to be part of the EU. This result suggests that citizens believe that the European institutions will have a quality that averages the quality of the member states. Joining Europe could signify that the political and economic institutions will improve in the European Union for weaker quality countries.

An alternative explanation is that institutional quality is a proxy for the years a country had democratic institutions. Thus, countries with younger democracies are more likely to favor the European project. We try to distinguish between these two hypotheses by correlating the number of years each country had a democratic government with Europhilia. The results (unreported) show that proxies for democracy are not correlated with European consensus.

We repeat the same exercise by using the variable BENEFIT, which measures the past benefit and not the future one. This question is not the most meaningful one for countries at entry, since they do not have much an experience. Not surprisingly, no variable seems to have any explanatory power.

When it comes to support for the Euro, we find that, besides the relative institutional quality, also the xenophobia indicator seems to have an effect: more xenophobic countries tend to support the euro more. This effect seems to be the result of a higher level of xenophobia among southern European countries, who support the Euro more.

In sum, attitudes towards Europe do not seem to be affected either by cultural barriers or by the claimed desired to avoid a future war. We find some support for the “Institutional quality transfer.”

---

7From 1880 to today the number of years for each country Polity IV gives a score of 6 or more.

8 These results are robust to using the sentiments in the entire sample period. If instead of correlating these factors with the country fixed effect residual from (1) we run a similar regression with the data for the entire period, including a time fixed effect.
4. The Temporal Dynamics of Europhilia

With these different baselines in mind, we can now analyze the evolution of sentiments over time.

4.1 Aggregate Analysis

Figure 2 reports the evolution of the fraction of people with a positive sentiment about EU membership from 1973 to 2013 for the 15 core EU countries. In this figure we have grouped the countries into three areas, Northern Europe (Denmark, Ireland, and United Kingdom), Central Europe (France, Belgium, Netherlands, Luxemburg and Germany), and Southern Europe (Greece, Italy, Portugal, and Spain). While there is some variation within each group, the geographical three-partition seems to fit the data well.

Given the continuing enlargement of the EU, we are concerned that the increase in the set might confound the temporal pattern. For this reason, we limit the sample to the earliest 15 members, imputing to a missing country its entry level of the corresponding variable until it enters to make the series homogenous. However, in Figure 2, panels B, C, and D we analyze each country separately to distinguish any compositional effect deriving from new entrants’ opinions.

Figure 2A shows a steady improvement in Europhilia during the period leading to the Maastricht Treaty (1992): at the peak, in the first quarter of 1992, the fraction of Southern Europe supporters was 69%, the fraction of Central European supporters was 62%, while in Northern Europe a majority of respondents (54%) believed that EU membership provided a benefit to their country.

As Figure 2 panels B-D show most of the increase in consensus is concentrated among the Eurosceptic countries located in the North and in Greece. This trend seems consistent with the positive feedback reaction of Monnet. The support for Europe rises among initially skeptical countries thanks to a positive feedback effect of membership.

The year 1992 is a watershed from many points of view. In February 1992 the Maastricht treaty is signed, establishing not only the path to a common currency, but also

---

9 Until 1991 the European Union was called European Economic Community. From now on we are going to refer it to EU, regardless of the time period.
10 The EU founding members were France, Germany, Italy, Belgium, Netherlands, and Luxembourq. UK, Ireland, and Denmark joined in 1973, Greece in 1981, Spain and Portugal in 1986, Austria, Finland and Sweden in 1995.
final political unification as the ultimate goal. In September 1992 the Italian Lira and the British Pound were forced off the EMS system. Finally, in January 1993 the single market becomes a reality, thanks to the adoption of 280 pieces of legislation that replace national regulation with common European laws.\(^{11}\) It is hard to disentangle the relative importance of these three factors with aggregate data. Nevertheless, the fact that this drop is not concentrated or particularly pronounced in the two countries that were forced to exit the EMS rules out the EMS as a main factor.

One possible interpretation – consistent with Monnet’s chain reaction theory - is that the positive feedback loop generated by the initial European experience allows the pro-European élite to make a step forward, step that is later resented by voters, once they appreciate the consequences of this step. An alternative interpretation is that to create consensus for a further integration step, the European Union spent a great deal in promoting the idea. This promotion temporarily boosted consensus. Once it subsided, consensus dropped.

After 1992, the consensus toward Europe seems to decline. During this period the discontent is mostly concentrated among Southern European countries, the ones that were most enthusiastic to begin with. Over time the initial difference among pro-European countries and skeptics disappears and the ranking seems to flip in the last survey, where a minority (44%) in Southern Europe perceives membership as beneficial, while a majority supports the European project in Central Europe (60%) and in Northern Europe (53%). It looks as if Southern European countries initially believed in an institutional arbitrage (which would enable them to benefit from Northern European superior institutions at no cost). Over time they learned that there is no free lunch.

In Figure 3 we plot the year fixed effects of a modified version of regression (1) where we consider all the years available (\(t\) instead of being the entry year is any year from entry to 2012). These fixed effects capture the dynamic in Europhilia common to all the 15 countries after we control for demographic changes in the various countries. It

\(^{11}\)http://ec.europa.eu/internal_market/20years/singlemarket20/facts-figures/history_en.htm
clearly confirms that overall there is a general increase in Europhilia from 1981 to 1991, followed by a large drop from 1992 to 1997.

One may wonder whether the changes over time are due to the same people switching opinion or to younger generations having different opinions from older generations. Figure 4 tries to study this question. In the modified version of regression (1) we estimated the cohort effects, leaving as omitted cohort the War II generation (born before 1945). These cohort fixed effects are plotted in Figure 4.

Interestingly, all cohorts have a similar attitude toward Europe, with the exception of the millennia generation (born after 1979). Given the structure of the data, the evolution of beliefs of this generation only affects the more recent years. People born after 1979 are significantly more pro Europe at the beginning (1998) than all the other cohorts and they end up being significantly less favorable than all the other generations in 2012. To the extent the younger generation is predictive of future trends this is a worrisome sign for the European project. Starting in 2003, all cohorts start to become less pro-Europe than the war generation, albeit these differences are not statistically significant.

4.2 A Panel Analysis

With these data we cannot clearly identify causality. Nevertheless, in this section we study how the sentiment toward Europe correlates with macro-economic variables. In Table 4 we report the results of the following regression

\[
Membership_{jt} = a + X_{jt} + D_j + D_t + e_{jt}
\]

where the symbol \(jt\) indicates the average across individuals in a given country-year of a certain variable, \(D_j\) are country fixed effects, \(D_t\) are time fixed effects, and \(D_{jt}\) are country’s characteristics at time \(t\). Thus, the LHS is the country average of the MEMBERSHIP variable in each year from 1973 to 2012.

In column (1) we control only for year fixed effects, which explain 14% of the total variation. In column (2) we control only for country fixed effects, which explain 65% of the total variation. Controlling for year and country fixed effect at the same time (column (3)), we can explain 74% of the total variation.
In column 4, instead of the year fixed effects, we insert a post 1992 dummy and a post 2004 one. Both have a negative and statistically significant coefficient. This result confirms the visual impression of Figure 2. Yet, the year fixed effects have more explanatory variables than the two dummies.

In column (5) we return to the specification in column (3) that includes both country and year fixed effects and add to it two economic variables that capture country specific macroeconomic dynamic: the level of unemployment and the difference between the yield of the local sovereign and that of the German Bund. This latter variable is computed only for countries belonging to the Eurozone (for the others it is set to zero).

As expected the level of unemployment has a negative and statistically significant effect on Europhilia. A one percentage point increase in unemployment reduces MEMBERSHIP by one percentage point (16% of the sample mean). A similar result is true for the spread. An extra percentage point in the spread reduces MEMBERSHIP in a Eurozone country by 75 basis points (12% of the sample mean).

Interestingly, when we look at the year fixed effects (not reported) the 2011 and 2012 dummies lose statistical significance if we insert these two variables relatively to the omitted years.\(^\text{12}\) Thus, the drop in Europhilia in recent years seems to be entirely explainable with economic factors.

In commenting Figure 2 we noticed that most of the post 2004 drop was concentrated in Southern European countries. For this reason in column (6) we interact the post 2004 dummy with the South dummy. The post 2004 dummy becomes insignificant, suggesting that the effect is concentrated in the Southern countries. Instead, the post Maastricht dummy remains significant, albeit some of the effect is absorbed by the unemployment variable. Because 1992 and 2004 are particularly relevant points in the data we will try to study them in more detail in the next session by using the micro-level data.

In Column (6) the magnitude of the interest rate spread coefficient drops to a third of its previous level and loses statistical significance. The most likely interpretation is that the spread variable was capturing the effect of the post 2004 variable limited to the

\(^{12}\)An F-test of the dummies of 2011 and 2012 has a p value of 0.25.
Southern countries. Once we allow for this separate trend, the spread variable per se does not have an impact, while the unemployment variable continues to have an impact. The effect of unemployment on whether EU membership is perceived as beneficial is not different across different periods: when we interact unemployment and some specific year dummies (euro-crises years) we do not find a significant coefficient.

Thus far, we have focused all our attention on MEMBERSHIP, for which we have the longest time series. The pattern for the BENEFIT variable (unreported), which is available only since 1983, is very similar. By contrast, the picture is quite different if we look at the trust toward the EU (Figure 5). While this variable is available only since 1997, it presents a much more dramatic pattern. Among Southern European countries trust towards the EU drops from 70% to 20% in six years. For the rest of Europe the drop is less pronounced, but still very large (from 62% to 37% for the Central countries and from 59% to 35% for the Northern ones). Thus, while Europeans continue to see the benefits of the EU membership, they are very unhappy of the way this membership is managed by the current institutions. This performance suggests that if the founding fathers hoped to win over the skeptics, they miscalculated that the public opinion could be turned against European institutions, rather than convinced of their necessity.

It is possible that this malcontent is entirely driven by economic conditions. In the last six years Europe has been affected by a recession that is in many cases deeper and longer than the one experienced in the 1930s. Hence, it is not surprising, that Europeans express their dissatisfaction toward existing institutions, being them national or supranational. Thus, to assess the health of the European project we should not focus too much on the trust towards the EU, but on the relationship between the trust towards the EU and the trust towards the local government. The ratio between these two variables is plotted in Figure 6.

Consistent with our previous results, on average Southern European people trust the EU more than their local governments, while Center and North Europeans do not. Interestingly, however, there is a severe drop in relative trust after 2009. Part of that drop reflects the rise in the previous two years. As the 2008 crisis hits the various economies there was an immediate loss in the trust towards local government, and only later a drop in the trust towards the EU. In 2013 the relative trust in all three geographical areas is
lower than at the beginning of our sample period (1997), but not by a lot. There are exceptions, though. In 1999 Italians trusted the EU much more than their own government. In 2013 this difference was cut in half.

In Figure 7 we look at the support toward a common currency. Interestingly, this question was asked well before the introduction of the Euro, so we can track public opinion for a long time. Surprisingly, we do not observe a pattern similar to Figure 2. While there is a decline in support among Southern countries, this decline takes place after 2002, not after 2010. The Eurozone crisis seems to affect negatively the support for the common currency in the countries not in the euro (UK, Denmark and Sweden), which see the support drop from 61% to 43% and in the Northern European countries (a drop of 20 percentage points) that have been moderately affected by the crisis. It does not affect support among Southern European countries, which fluctuates around 60%. A very different picture emerges if we analyze the behavior of trust in the ECB. Here the drop after the Eurozone crisis is severe, especially among Southern European countries, where the trust in the ECB drops from 64% in 2008 to 24% in 2013.

Figure 8 shows a divergence in the pattern of trust toward the euro and trust toward the ECB in few selected countries, especially after the global financial crisis. While the trust toward the Euro remains strong in most of the countries, there is a significant reduction in trust toward the ECB both in strong economies (Germany) and in weak economies (PIGS). This divergence suggests that European citizens are disappointed about the management of the crisis, but maintain a relatively positive attitude toward the common currency. An alternative interpretation for being in favor of the Euro while expressing mistrusts towards the ECB is that countries anticipate the cost of exiting the single currency and, forcefully, favor the status quo. This explanation, which is consistent with the negative feedback loop theory described in Section 1, seems validated by the fact that support towards the euro dropped substantially for those countries who are not in the euro.

4.3 Xenophobia

Thus far we have only used economic variables to explain the changes in European sentiment toward the European institutions and the European project. It is
possible, however, that some cultural variables, such as attitudes towards immigration, can explain the deterioration in support for the EU.

To measure attitudes towards immigrants we rely on the European Social Study (ESS). We use two questions. The first is “Is [country] made a worse or a better place to live by people coming to live here from other countries?”, where the answers range from 0 = Worse place to live to 10 = Better place to live. The second question is “Would you say it is generally bad or good for [country]’s economy that people come to live here from other countries?”, where the answers range from 0 = Bad for the economy to 10 = Good for the economy.

Figure 9 plots the share of respondents in each country who answer 4 or less in these two questions. As we can see, the two responses are highly correlated, but they do not show much variation over time. The two countries where we see a pronounced increase are Greece and Ireland. Thus, it is unlikely that such slow moving variables can explain the changes in Europhilia.

In unreported regressions we try to explain the change in the MEMBERSHIP variable with our proxy for xenophobia. The coefficient is statistically insignificant both alone and interacted with unemployment, suggesting that xenophobia plays no significant role in the decline of support towards the European project.

Overall, we can conclude that the economic crisis tends to undermine the trust in the European institutions, but not (at least not yet) the beliefs in the benefits of Europe. On a one hand, we could say that Monnet’s chain reaction theory might have some validity. If economic crises increase the desire to reform European institutions, but do not reduce the desire for Europe, then Monnet’s chain reaction might work. We will return to this in the next section. On the other hand, (contrary to Monnet’s view) we see that the support for Europe dropped any time there was a milestone toward more European integration (such as the 1992 Maastricht Treaty and the 2004 enlargement) and this drop does not seem to disappear with time. Rather, it seems cumulative.

5. The Three Watershed Moments

The analysis so far only reports correlations based on aggregated data. One obstacle to the use of micro-data is the fact that in every survey Eurobarometer interviews
a different sample of citizens, so it is not possible to study in a panel how changes in individual economic conditions affect the perception toward the European project. Moreover, many interesting questions are not asked every period, making it impossible to dig deeper into the reason of some changes.

To circumvent these problems, we use the pseudo-panel technique (Deaton (1985)) by using surveys just before and after the three major turning points in the European project (the Maastricht treaty, the 2004 enlargement, and the 2010 Eurozone crisis).

### 5.1 The Maastricht Treaty

Figure 10 plots some similar or identical questions which were asked in both the March 1992 and 1993 surveys. The graph to the left shows the support for the single market. The bars show the share of respondents who in 1992 answered “A Good Thing” to the question “Overall, what do you think that the completion of the Single European Market in 1992 will be?” On the right is the percentage of people who answer “Advantages” to the question “Do you think that Single European Market brings more advantages or more disadvantages for (OUR COUNTRY)?” in 1993. The two questions not being identical, we mostly focused on the differential changes across group of countries, rather than on the difference itself.

The most striking fact is that in 1992, when it was approved, there was not a majority in favor of the single market. The only countries where the majority of the respondents supported the single market were Italy, Portugal, Spain, Greece, and Ireland. As a consequence, only in Southern Europe a majority of respondents thought that the completion of the single market was a good thing, while in the Northern European countries citizens were split in half among those who thought the change was positive and those who did not. In the Center less than 40 percent supported the change.

One year after the implementation, respondents were asked to reflect on the change and decide whether completing the single market was advantageous to the domestic economy. The support drops dramatically in the South from 63% to 42% and in the Center from 34% to 18%, while it remains substantially stable in the North.
By contrast, in 1992 there is an overwhelming support in all the countries for further political integration. The panel on the right of Figure 10 depicts the share of respondents who in March 1992 and in March 1993 answered “For” to the question “Are you for or against the formation of a European Union with a European Government responsible to the European Parliament?”.

The figure shows that this overwhelming majority deteriorates between 1992 and 1993 in all geographical areas. The differences, though, are not as dramatic as those for support of the single market. In the South support falls from 85% to 81%, in the Center from 76% to 65%, and in the North from 50% to 40%.

To try to understand whether sentiments toward the single market or the Maastricht treaty are correlated with our variable of interest (whether membership is beneficial), we rely on the micro data. Following Deaton (1985), we construct a pseudo-panel. For each of the two cross-sections, we define synthetic individuals (or, as they are often referred to in literature, cohorts, not to be confounded with our generational cohorts used before) identified by a set of demographic characteristics. We finally use these units as if they were true individuals on a panel data set.

We define cohorts using five characteristics: besides age, we use gender, nationality, education, and job. Variables are recoded in a way that ensures approximately equal unconditional probability of belonging to a certain cohort (Verbeek and Nijman, 1992). Data are then collapsed averaging values across cohorts for each time period (Deaton, 1985) and the corresponding synthetic individuals in the two dataset are matched to finally set up the pseudo panel. Thus, the model we estimate is of the generic form:

\[
\Delta y_i = \alpha_i + \Delta x_i \beta + \gamma + \epsilon_i
\]

13 Sometimes in literature the term “cohort” is used to specifically define year-of-birth groups. In this case we employ the term in a broader sense (Verbeek, 2008), as groups of individuals sharing some common characteristics among which we include year-of-birth cohorts.

14 To verify that our pseudo-panel well reflects the original data we compare the aggregate behavior of our key variables of interest and check that they exhibit similar trends.
where $\Delta y_{ij}$ is the change in sentiments for the synthetic individual $i$ leaving in country $j$, $\Delta x_{ij}$ is the change in the individual specific characteristics and $\gamma_j$ a country fixed effect. Note that since this is a regression in first differences, the country fixed effect $\gamma_j$ captures differences in time trend across countries.

Table 5 presents the results of a regression where the dependent variable is the difference in our MEMBERSHIP variable over the period 1992-93. The explanatory variables reflect the change of opinion in support for the economic integration (Single Market), in support for political integration (Single Government), and in support for monetary integration (Single currency). All the variables indicating change in support for the advancement of the euro project have a positive and statistically significant coefficient, suggesting that the deterioration in Europhilia during this period is linked to a worsening in opinions regarding the benefits of a single European market, a single currency, and further political integration. Interestingly, no country fixed effect, besides Denmark, is significantly different from Germany.

The large drop in MEMBERSHIP variable observed in Figure 2 does not seem to be a simple time effect, but it is directly correlated with the support for further integration. What we are unable to explain is the cause of this drop, which is generalized across all members. It is reasonable to conjecture that is related to the gap between the perception of the European project that is portrayed at the official level and the reality perceived by the citizens. In light of Eichengreen (2006), European technocrats choose to push agendas where the asymmetry of information between them and the voters is large, so to avoid political opposition at the time of implementation. Our estimates suggest that consensus is higher before the change when voters are less informed. However, when the change takes place and voters learn about the consequences, support may drop.

5.2 Enlargement of the European Union: 2004

We follow a similar approach to try to explain the variation in Europhilia around the 2004 Eastern European enlargement, using a 2002 and a 2005 survey. In the left panel of Figure 11 we report the fraction of people who answered “For” to the question “What is your opinion of further enlargement of the EU to include other countries in future
years”. In 2002 the majority of the respondents in each sub-area supported the enlargement. Once again, the majority of the support comes from the Southern countries, despite those countries are more likely to lose European subsidies in favor of new poorer entrants. The Northern countries come second in their support for enlargement, the Central European last.

In 2005, respondents were asked the same question. Note that while the question is the same, the meaning is different. In 2002 the candidates for further enlargement were the Eastern European countries that became members in 2004, while in 2005 the candidates for further enlargements are Turkey and the former Yugoslavian republics that are not members yet. Thus, once again, we should focus on the differential change across groups of countries, rather than on the change itself. Consensus for further enlargement drops across the board, but it drops more in Central and Northern European countries than in the South.

In the right panel we plot the fraction of people who state that they were in favor of a European Union with a single currency: the Euro. Here the question is not only the same, but can also be interpreted in the same way. Thus, we can also look at the absolute change. The evidence shows a strong support for the single currency in all the geographical areas and a reduction in support only in the South, mostly driven by Greece and Spain.

To better understand these shifts in opinions, we use a pseudo-panel to correlate the change in the variables presented in Figure 11 with individual opinions about the economy and country fixed effects, similar to specification (3). The results are presented in Table 6. When the LHS is the change in support for further enlargement, the only variable that is statistically significant is the change in perception about the future national economic situation. Not surprisingly, individuals who have a more upbeat view of the future support further enlargements more. The same is true for the change in support for the single currency. Here, even the change in perception about future national employment situation comes in positive and significant. Interestingly, unlike in the previous pseudo-panels, many country fixed effects are statistically significant. In part this is the result of the poor R-squared. In the previous table we were able to explain 26% of the cross sectional variation, in Table 6 less than 5%. Yet, this result suggests that the
changes in Europhilia around 2004 have more to do with country-specific factors than with individual specific-ones. In particular, the regression where the dependent variable is the change in support for the single currency exhibits significantly negative country fixed effects for all the Southern European countries. Thus, it looks like the South of Europe started to fall out of love with the euro much before the Eurozone crisis. However, we still need to identify the reason.

5.3 The Eurozone crisis

Figure 2 shows a drop in the perception of membership’s advantages after 2008. To investigate further this sentiment shift around the Euro crisis we use individual data to construct a pseudo panel for the period of 2009-13, like we have done for the previous turning points.

Table 7 presents the results of the regressions. The LHS variables are respectively the changes in support for the Euro (first column), the change in trust towards the EU (second column), the change in trust toward the ECB (third column), and the change in the difference between percentage of people supporting the Euro and percentage of people trusting the ECB. Unfortunately, the MEMBERSHIP question was not asked in the last period, thus we could not use it.

Overall, Table 7 confirms the result obtained on a longer panel with aggregate country data (Table 4): economic conditions are highly predictive of euro-sentiments. Changes in the perception of the Euro, Trust in the EU, and Trust in the ECB are correlated with the change in expectations on future personal job situation, household financial situation, as well as changes in perception of the national employment situation.

By using aggregate country data – as we did in Table 4-- it is hard to exclude that the observed correlations are driven by country-level omitted variables. Individual level regressions allow us to measure economic conditions at the individual level, providing more credibility to the results.

Table 7 also shows that the economic variables do not eliminate independent country-level fixed effects, which remain quantitatively strong and statistically significant.
5.3 The Effect of the ECB policy

In explaining the changes in trust toward the ECB the country fixed effects are economically and statistically significant. They show that the loss in trust towards the ECB has not been homogenous. To what extent the ECB policy has reduced Europhilia or, worse, has fed Europhobia?

To answer this question we need to determine first how the ECB policy fitted the needs of each country. Figure 12 plots the optimal policy rate (in percentage points) and the actual ECB policy rate for each country. The optimal policy rate \( i^*_t \) is based on a Taylor’s (1993) rule defined as

\[
(4) \quad i^*_t = r^*_t + \pi^*_t + 0.5(\pi^*_t - \pi^*_0) - (u^*_t - u^*_0)
\]

where \( \pi_{it} \) is the inflation rate for country \( i \) at time \( t \), measured as the change in the non-food, non-energy consumer price index; \( u_{it} \) is the seasonally adjusted unemployment rate for each country published by Eurostat, \( u^*_t \) is the Non-Accelerating Wage Rate of Unemployment. In this formula, for each country, we set \( r^* = \pi^* = 2 \).

It emerges quite clearly that there are two set of countries: the so called PIGS (Portugal, Ireland, Greece, and Spain), for which the ECB policy rate is quite distant from the optimal national rate, and the rest, for which the ECB policy rate approximates well the optimal national rate.

In Figure 13.A we correlate the 2008-2011 drop in MEMBERSHIP with the mean absolute deviation of the monetary policy rate from the country Taylor rule. There is a clear negative relation, which is statistically significant. The PIGS, which were most penalized by the ECB policy, are the ones where Europhilia drops the most. The same relationship is present for most of the other variables. For example, in Figure 13.B the relationship between loss of trust in the ECB and mean absolute deviation of the monetary policy rate from the country Taylor rule is almost a perfect straight line. Thus, European citizens recognize when the European policy hurts them and respond accordingly.

The Taylor rule does not simply reflect unemployment but also inflation and inflation dispersion was far from negligible over the period of the analysis. If we force the country Taylor rule to depend only on inflation and plot the average absolute
deviations of this Taylor rule from the ECB policy rate against the change in trust towards the ECB we find a very similar pattern to the one shown in Figure 13 (not reported). This result rules out the possibility that the correlations in Figure 13 reflect just the movements in national unemployment rates.

Most surprisingly, the only variable that does not seem to be correlated with the mean absolute deviation of the monetary policy rate from the country Taylor rule is the support for the common currency. As we can see in Figure 13.C, if anything the relation is positive, albeit not statistically significant.

To understand this paradox we need to realize that even before the introduction of a common currency National Central Banks were not completely free to set their rates. The EMS system was imposing some limits on the ability of each country to deviate from a common interest rate. To see how much the introduction of a common currency has worsened the monetary policy flexibility of each country we compute the mean absolute deviation of the national monetary policy rate from the country Taylor rule in the pre-euro era (1991-1999).

Figure 14 plots each country’s mean absolute deviation of the actual monetary policy rate from the country Taylor rule in the euro era against the same value in the pre-euro area. The most remarkable fact is that basically every country is below the 45 degree line, implying that for no country the ECB monetary policy deviated from the optimal country-specific Taylor rule more than what their pre-euro monetary policies deviated from optimal country-specific Taylor rules. The three countries that seemed to have gained in flexibility are Greece, France, and Finland.

This result helps explain why European citizens blame the ECB, but not the common currency. The common currency per se is not the culprit (at least vis-à-vis the pre-existing situation). Yet, the ECB policy could have been more sensitive to the PIGS country needs. Hence, the growing distrust towards the ECB.

At the same time, citizens seem to draw a distinction between the ECB – the manager of monetary policy under the single currency – and the single currency itself, blaming not the latter, not the former, as suggested by the patterns of correlation in Figures 13B and 13C.
6. Quo Vadis Europe?

The Eurobarometer being a European institution avoids asking questions that might lead to very clear anti-European answers. For this reason, it is not easy to find questions that allow us to gauge where Europeans want Europe to go.

One indirect way we can glance at this issue is a question asked in 2009 and 2013. European citizens are asked which institution they think is most capable to take action against the recent economic crisis. The possible answers are the domestic government, the United States, the European Union, the International Monetary Fund, and the G20 group. Once again, while the question is exactly the same in 2009 and 2013, the context might be different. In 2009 the crisis was entirely due to a U.S. problem, while by 2013 the Eurozone crisis had exploded.

Figure 15 plots the answer for the EU 15 divided by geographical areas. Each bar represents the share of respondents who mentioned the corresponding institution as the most capable. In 2009 the EU is indicated as the most capable (or the second most capable) institution to tackle the crisis in all groups. The Northern European countries trust more the local government, the Center European one the G20.

Surprisingly, the results are not very different in 2013. The Southern European countries have lost a bit of confidence toward the EU, but the Center and North European once have gained a bit more confidence. This evidence is particularly remarkable in face of the fact that between 2010 and 2013 the European Unions did not show a great degree of coordination and ability to act. Yet, in the world everything is relative. May be we can say about the EU what Winston Churchill said about democracy: the worst institution, until you consider all the existing alternatives.

Another question in Eurobarometer that can help us gauge the overall attitude towards Europe is the opinion about the direction of one’s own country and that of the EU. More specifically, both in 2009 and in 2013 Eurobarometer asks “At the present time, would you say that, in general, things are going in the right direction or in the wrong direction, in our Country/In the EU?” The possible answers are: Wrong Direction, Neither Right Nor Wrong and Right Direction. The bar graphs in Figure 16 show the percentage of people who respond “Wrong Direction” both for “our country” (left panel) and for “the European Union” (right panel).
Not surprisingly, the percentage of people who think the EU is going in the wrong direction increased dramatically between 2009 and 2013, in all three groups, particularly so in Southern Europe. More people think that the EU is going in the wrong direction than in the right one.

Yet, it is interesting to contrast the opinion about the direction of the country and that of the EU. In Southern Europe more people think the country is going in the wrong direction than the EU is. This is not true for the Center and the North. To some extent, thus, there is a negative “halo” effect. People unsatisfied with their economic situation blame all institutions. It is hard, thus, to take this result as evidence of anti European sentiments.

A partial alternative to Eurobarometer is provided by the Pew Research Center. A May 2014 survey conducted by this center shows that in all the seven countries surveyed there is a majority of citizens against devolving further power to Europe. This majority is 76% in the UK and barely 50% in Germany, but always a majority is. The fraction of citizens opposing more power to the EU is perfectly negatively correlated with the degree of Europhilia of a country. Yet, in all countries, other than Italy, there is a strong majority to retain the euro. Thus, Europeans do not seem to want to move forward but they do not want to move back either.

Yet, if – as most economists think—the survival of the Euro is dependent upon further transfers of national powers to the EU, then the European Project is in a catch-22. Europeans do not want to go forward, they do not want to go backward, but they cannot stay still.

7. Conclusions

While EU membership has strong support in most of the EU-15, this support dropped every time the European project made a step forward and never recovered. Rightly or wrongly, the Eurozone crisis has contributed to further erode this support, albeit the drop appears more related to the terrible economic conditions and, thus, it is potentially reversible.
Today a majority of Europeans think that the EU is going in the wrong direction. They do not want it to go further, but overall they do not want it to go backward either, with all the countries (except Italy) having a pro Euro majority.

One possible interpretation of these results is that Europeans like the idea of Europe but dislike the way this idea has been implemented. Another possible interpretation is that the attempt to jump start the chain reaction has left the Continent stuck in a political impasse: in spite of the unpleasant current conditions, there is no desire to move forward, while there is too much fear to move backward. This interpretation is consistent with the fact that support for the euro has plummeted in EU countries not belonging to the Eurozone, which do not face this irreversibility problem. Thus, one could infer that if it were not for fear of the unknown, even Eurozone countries might be less supportive of the common currency.

On the one hand, Monnet’s chain reaction theory seems to have worked. In spite of limited support in some countries, European integration has moved forward and has become almost irreversible. On the other hand, the strategy has worked so far at the cost of jeopardizing the future sustainability. The key word is “almost.” Europe and the euro are not irreversible; they are simply very costly to revert. As long as the political dissent is not large enough, Monnet’s chain reaction theory delivered the desired outcome, albeit in a very non-democratic way. The risk of a dramatic reversal, however, is real. The European project could probably survive a United Kingdom’s exit, but it would not survive the exit of a country from the euro, especially if that exit is not so costly as everybody anticipates. The risk is that a collapse of the euro might bring also the collapse of many European institutions, like the free movement of capital, people and goods. In other words, as all chain reactions, also Monnet’s one has a hidden cost: the risk of a meltdown.

References

Ball, George W. Forward to François Duchêne, Jean Monnet. The First Statesman of Interdependence, New York: Norton, 1994
Cavalli-Sforza, Luca L. (2000), Genes, People, and Languages (Berkeley: University of
California Press, 2000)
30.1, 109-126.
Exchange?,” Quarterly Journal of Economics, August 2009, Vol. 124, No. 3:
1095-1131.
Eichengreen, Barry (2006), “European Integration,” in Barry R. Weingast and Donald A.
Wittman (eds.), Oxford Handbook of Political Economy, Oxford: Oxford University
Press, 799-813.
Haas, Ernst B. (1958). The Uniting of Europe; Political, Social, and Economic Forces,
Haas, Ernst B. (1964). Beyond the Nation-State: Functionalism and International
Kaufmann, Daniel and Kraay, Aart and Mastruzzi, Massimo (2010), The Worldwide
Governance Indicators: Methodology and Analytical Issues, World Bank Policy Research
Kauppi, Heikki, and Mika Widgrén. (2004): "What determines EU decision making? Needs,
power or both?." Economic Policy 19.39, 221-266.
equilibrium?’ in Richardson J. (ed.), European Union. “Power and policy-making” 3rd
edition, Abingdon, Routledge, p. 31-54
Marquand, Jean, “Parliament for Europe”, Jonathan Cape, 1979
Napel, Stefan and Mika Widgrén, 2006. "The Inter-Institutional Distribution of Power in
August.
the Union, Cambridge (MA): MIT Press.
Analysis,” Comparative Political Studies, 29: 123-63.
Spolaore, Enrico “What is European Integration Really About? A Political Guide for
Economists, Journal of Economic Perspectives, Summer 2013


