

# The State Government of Baden-Württemberg's Guiding Principles on Europe

## **Welcoming words by Member of the State Parliament Prime Minister of the State of Baden-Württemberg Winfried Kretschmann**

Dear Sir / Madam, fellow Europeans,

In Baden-Württemberg we have truly embraced the maxim, "Europe is our future". In fact, our State Constitution requires us to shape our State within a united Europe and to actively participate in a "Europe of regions". And there are good reasons for this. For centuries, our location at the heart of the continent brought us endless wars. Since the founding of the EU, Europe has enjoyed the longest period of peace, freedom, stability and prosperity that there has ever been in European history. Today, our position in the centre of Europe is a blessing. There is scarcely another state that owes more to European integration than ours. We are the most innovative and export-oriented region in Europe. The EU has played a major role in this. However, the EU is not just an economic community. For us, the EU is above all a community of shared values. This is not guaranteed to last forever. The rule of law, freedom of expression and the separation of powers are being undermined in individual Member States. Authoritarian models of society are once again finding support. A lack of solidarity, as in the case of refugee policy, weakens cohesion. At the same time, globalisation is bringing the world closer together. International developments have a direct impact on our State. Digitalisation of the economy and society, climate change and international terrorism do not respect borders. They demonstrate today, more than ever, how vital it is to have a strong and effective EU. What should the EU of the future look like? Our Guiding Principles on Europe provide the answer to this question from the point of view of our State. "We will take the lead"—that is the mission statement of our Dialogue on Europe. We see ourselves as a driving force behind European integration, not one of those set on hindering it. With our Dialogue on Europe, we had one main goal: to engage the citizens of our State in conversation. Only by winning over our fellow citizens on the matter of Europe, will we continue to successfully assert our position in the future.

Yours sincerely,

Winfried Kretschmann

Member of the State Parliament Prime, Minister of the State of Baden-Württemberg

## **Welcoming words by Guido Wolf, Minister of Justice and European Affairs**

Dear Sir / Madam,

Baden-Württemberg is not only situated in the heart of Europe, Baden-Württemberg also needs a strong European Union. Business and science are closely linked to our neighbours; our municipalities and institutions cultivate diverse partnerships throughout Europe. Therefore, the debate on the future of the European Union is of the utmost relevance to our State. With its Dialogue on Europe,

the State Government has thus taken up this debate. Together with experts from science, research, churches, trade unions, associations and politics, on the Internet and at citizens' forums with randomly selected residents of Baden-Württemberg, we looked for answers to the questions concerning Europe's future. It is my firm belief that the European idea demands open and critical debate. We should not be afraid of a wide spectrum of opinions, rather we should be fearful of indifference and apathy. I would therefore like to thank all those involved for their committed participation. Baden-Württemberg has a long tradition of being actively involved in European political processes. With the policy we have drawn up, we wish to present our standpoint to Brussels and Strasbourg and raise our profile there. At the same time, it is important to provide an impetus for European policy work across the State. The State Government is counting on a strong and successful European Union. An EU that stands for democracy and the rule of law in the world. An EU that combines economic success with social welfare. An EU that guarantees its citizens peace, freedom and prosperity.

Yours sincerely,

Guido Wolf, MdL

Member of the State Parliament, Minister of Justice and European Affairs

Outline

Where do we stand today? ..... 4

Preamble: Principles governing our European policy ..... 6

Ten visions of the future – An EU that ... ..... 7

1. An EU that lives by its shared values..... 8

2. An EU built from the bottom up..... 9

3. An EU that has the power to act, is constitutional and democratic ..... 10

4. An EU that fulfils its role in the world with strength and responsibility ..... 11

5. An EU that delivers prosperity and social protection..... 12

6. An EU that protects its citizens ..... 14

7. An EU that provides assistance to vulnerable people..... 16

8. An EU that preserves life and natural resources..... 17

9. An EU that promotes knowledge and innovation ..... 18

10. An EU that brings its citizens together ..... 20

Process description of the Dialogue on Europe ..... 22

Imprint..... 24

## Where do we stand today?

The European continent has experienced an unprecedented period of peace and prosperity over the last 70 years. In recognition of this, the European Union (EU) was awarded the Nobel Peace Prize in 2012. The EU is in a good economic position today: employment figures are on the rise, the average real per capita income of private households has risen, the unemployment rate in the eurozone is at its lowest level since November 2008, and Greece is the latest country to have left the EU safety net. Nevertheless, many Europeans feel that what has been achieved and what is believed to be certain is in fact fragile. They are aware that more than 60 years after its creation as an economic community, the EU today faces major challenges and unresolved problems: Globalisation is putting the EU economy and social security systems to the test. In recent years, however, the Member States have managed to hold their own in global competition and played their part in shaping globalisation. The consolidation of the EU single market and the common currency area have played a major role in this. This required a number of Member States to make major adjustments and, in some cases, substantial cuts to their social security systems, which resulted in severe austerity for their populations. The pressure to adapt to globalisation continues unabated. Third countries are also attempting to establish economic and political ties with individual Member States through investment. Closely linked to globalisation is digitalisation, which offers many opportunities but also profoundly changes the economy and society. New digital business models are often disruptive and present major challenges to traditional supply chains and industries. Digital business models can exploit the advantages afforded by the location of individual Member States or play Member States off against each other, as EU regulatory and tax models are often still based on traditional economic models. The EU faces the challenge of establishing just regulations for the digital economy without stifling innovation. The international order is in a period of upheaval. The global balance of power is changing. New conflicts are arising and old ones are re-emerging. Conflicts between the major powers on trade issues have led to increased protectionism across the globe. Global migration is on the increase. The number of those seeking protection from persecution and displacement or in search of a better life is constantly rising. The migration issue divides the Member States, often making it impossible to find the necessary common European solutions. The consequences of climate change are clearly visible. There is an urgent need for action by the EU as a whole. The industrialised countries in Europe are major contributors to increasing CO<sub>2</sub> emissions and pollution. In the meantime, this is also the case in China and numerous emerging economies in Asia and South America. 2018 marked the tenth anniversary of the start of the global financial crisis. It hit the euro countries particularly hard, but was also a severe challenge for the EU as a whole. The crisis was apparent either in the form of severe austerity programmes, particularly hitting social welfare, or in the form of a persistent slump in interest rates on the savings of many citizens, resulting in real losses in value. It was possible to avert the insolvency of individual euro states, in some cases putting a severe strain on the EU treaties. All this has led to a loss of confidence among EU citizens. A Union of 28 states has grown out of the community of six founding states, encompassing large parts of the continent of Europe. The accession processes have stabilised the economies of many countries and promoted democracy and the rule of law. With every round of accession, however, the EU has also become more heterogeneous. Each Member State brings with it its own history and convictions to the Union. United in diversity – the motto of the EU is very fitting and creates a beautiful image. It is an ongoing task continually identifying and working out what unites the Member States and at the same time ensuring that they are able to retain their own unique characteristics. This is often an arduous process, but necessary for safeguarding the cohesion of the EU. In the long term, the EU can only operate effectively if it is in partnership with its Member States and its citizens. It hinges on the acceptance of its members. The outcome of the Brexit referendum has shocked the EU. The withdrawal of the United Kingdom and the ensuing consequences present a major challenge to EU

cohesion The European project is no longer fully accepted in all Member States. Forces hostile to the EU at the margins of the political spectrum have recently been winning votes, and in some Member States they even constitute the government. The structure of the EU is complex. For many citizens and business leaders, the responsibilities and competences of the individual levels of the Union are somewhat unclear. There is a need to continuously educate the public on EU policies and actions and to explain their individual implications. There is still a long way to go towards a common European public sphere.

## Preamble: Principles governing our European policy

Our commitment to Europe is part of Baden-Württemberg's *raison d'état*. In the preamble to the State Constitution it is laid down that the State is to be shaped "as a living member of the Federal Republic of Germany in a united Europe, the structure of which is in accordance with federal and subsidiarity principles". The achievements of European integration are clearly visible in the development of the State. The European Communities were founded after the two world wars as a project of peace and reconciliation and to oppose the nationalism that existed in the European countries. Wars and competition have shaped Europe for centuries. Reconciliation between Germany and France the symbolic birth of European integration. Baden-Württemberg shares the longest common border of all German states with France. Cross-border cooperation in the Upper Rhine region is thriving. The region is now characterised by cultural diversity and economic strength. The EU has been instrumental in enhancing the prosperity of Member States and their citizens. The most important instrument for this is the EU single market, the largest contiguous economic area in the world. This is especially true for Baden-Württemberg, since the State's economy is primarily driven by exports. The single market lays down common regulations enabling the smooth cross-border trade goods. In order to counterbalance the single market, the cohesion policy was adopted to safeguard and strengthen economic, social and territorial cohesion. The Member States are united by the European model of a social market economy. The focus is on people, and not just in terms of their role as consumers. The EU has long been more than merely an economic community. It stands for a social order that protects human and civil rights as well as minority rights and practises and defends democracy, the separation of powers and equality within the EU. The EU is a community of law. The success of the Union depends on all Member States respecting the agreements reached. Subsidiarity is the central dimension on which the EU's success hinges. A culture of subsidiarity, which Baden-Württemberg has always advocated, gives Member States, federal states, rural districts, towns and municipalities the freedom to respond to local and regional differences in the interests of their citizens. The subsidiarity principle may also mean that the EU level needs to be empowered on issues where European action has added value. Only if the lower levels cannot solve a problem is it necessary to act at a higher level. EU cohesion relies on dialogue and interaction. Numerous cities, districts and municipalities in Baden-Württemberg maintain and foster partnerships throughout Europe. This also applies to schools, associations, administrations and other institutions. Many of our universities, research and cultural institutions work closely with partners across Europe. The location of the State in the border triangle with France, Switzerland and neighbouring Austria enables a close exchange and cooperation across borders. For more than four decades, regions demonstrating exemplary cross-border cooperation have emerged in this area, which have contributed to tangible improvements in the everyday lives of people, companies, employees, consumers, local authorities and universities. Here, you can experience at first hand what it is really like to be European. In addition, Baden-Württemberg is part of the "Four Motors for Europe" network; our bond with Auvergne-Rhône-Alpes, Lombardy and Catalonia is built on our shared vision for a Europe of strong and innovative regions. The source of the Danube is in Baden-Württemberg. The State was one of the driving forces behind the EU strategy for the Danube region, in which it now cooperates in many ways with the Danube countries.

## Ten visions of the future – An EU that ...

In what kind of an EU do we want to live in the future?

- ... lives by its shared values
- ... is built from the bottom up
- ... has the power to act, is constitutional and democratic
- ... fulfils its role in the world with strength and responsibility
- ... delivers prosperity and social protection
- ... protects its citizens
- ... provides assistance to vulnerable people
- ... preserves life and natural resources
- ... promotes knowledge and innovation
- ... brings its citizens together

## 1. An EU that lives by its shared values

The EU is a community of shared values and therefore far more than an economic community. These values are respect for human dignity, freedom, democracy, equality, the rule of law and human rights, including the rights of persons belonging to minorities (Article 2 of the Treaty on European Union). Europe has nurtured these values as a result of its turbulent history and the fruitful dialogue and exchange between its peoples. European societal models are rooted in these values. They are characterised by the freedom of the individual, the integrity of creation, the social market economy, solidarity, pluralism, freedom of expression and gender equality. They must be defended worldwide, especially when faced with autocratic forms of government that restrict people's freedom.

1. An EU that lives by its shared values

Compliance with these European values also serves as a benchmark for the EU's own actions. The EU is called upon to represent these European values in its foreign and security policies with conviction. As a global economic power, the EU enjoys a high level of prestige and influence. In future, it must make greater use of this potential to promote the European model of peaceful coexistence in global conflicts. Action based on a set of shared values provides the basis for EU engagement in trade and economic policy, on the issues of asylum and migration, climate and the environment. The objectives of Agenda 2030 for sustainable development also provide an operational framework for the EU. The Member States must also live by these common European values. The EU is committed to ensuring that Member States uphold European values. If European values are jeopardised by the actions of governments in individual Member States and if fundamental values are no longer sufficiently respected, there is a risk that the Community will erode. The EU is a community of law. Its continued existence depends on the contracting parties adhering to the agreements reached. Since the EU is an association of sovereign states, it is dependent on the cooperation of the Member States to enforce its rules. The State Government shall assist the Commission in using the mechanisms laid down in the Treaties to enforce its rules, including the Rule of Law procedure with the option of suspending a Member State's voting rights (Article 7 of the Treaty on European Union). Compliance with constitutional standards must also be the deciding factor in the disbursement of EU funds. Should the existing instruments prove to be ineffective in the long term, new, more effective instruments must be considered in the context of a treaty amendment, up to and including expulsion from the EU. Acceptance of the EU is based on its reliability and predictability. European values and norms are based on the rich diversity of European cultures. This diversity is a value in itself.



## 2. An EU built from the bottom up

The EU is structured from the bottom up according to its own Treaty (Art. 5 Treaty on European Union), which means that it is based on the principle of subsidiarity. According to this principle, which derives from Christian social teaching, the individual is first and foremost responsible for his or her own interests. The EU is founded on strong municipalities, cities and rural districts as these are the closest authorities to the citizens. All levels have their own sphere of influence and participate in EU policy. Only if the remit is too great for the individual, the municipalities or the regions, should action be taken at the next higher level, i.e. by the Member States or the EU. Subsidiarity must become the decisive criterion for the distribution of functions within the EU. The EU needs to be empowered on issues where European action has added value, in particular on issues with a European or global dimension. Such issues include foreign and defence policy, refugee policy, cutting-edge research and climate protection. The next reform of the EU should also address the issue of allocation of competencies between the EU level, Member States, regions and municipalities. The aim is to establish an allocation of competences in which the EU is strengthened on overarching key issues and the regions and local authorities, for their part, are given more powers to shape policy. We welcome the Commission's diverse initiatives to strengthen the subsidiarity principle. The principle of subsidiarity needs to be applied more fully in the EU's decision-making; this is true in all areas that do not fall within the EU's exclusive competence. When drafting new EU legislative proposals, we call on the Commission, but also the European Parliament and the Council, to outline more clearly how the lower levels are unable to achieve the objective sufficiently, and how this objective can be better achieved at EU level. To this end, the Commission should improve its impact assessments and involve Member States and regions more closely in the preparation of legislative proposals. In return, Baden-Württemberg will become more involved in the process of conducting impact assessments of EU legislative proposals that are important for the State. The national parliaments must be given greater prominence because they have an important bridging function to the local citizens. Particularly with regard to subsidiarity control, procedures must be designed in such a way that the legitimate concerns of national parliaments are better taken into account. So far, a subsidiarity complaint (yellow card) requires the approval of one third of the national parliaments. This hurdle has proved to be too high. We therefore call for the quorum to be lowered. The State Government expects the EU to examine more closely in future whether any planned legislative proposal does indeed have a specific legal basis in the Treaty. The EU often bases its legislative proposals on a general clause aimed at achieving the objectives of the single market (Article 114 of the Treaty on the Functioning of the European Union).

The Commission should commit itself (Code of Conduct) to only using the general clause if there is a direct link to the single market. We also expect the EU to actively limit the volume of EU legislation. Instead of regulating all the details, the EU must focus more on the framework, principles and objectives. In view of the subsidiarity principle, we therefore advocate that, in future, priority be given to the EU Directive. This instrument offers freedom with regard to national or regional implementation methods. We commit ourselves to implementing EU law within the framework set by the EU without significantly increasing regional or national regulations (no gold-plating). Preserving room for manoeuvre is particularly important for local authorities. The EU is committed to respecting regional and local self-government (Article 4 of the Treaty on European Union). This means, in particular, that freedom of action in the area of local public services, such as water supply, sewage disposal, waste management or educational and cultural facilities, must be retained and not restricted by EU requirements. In this regard, we will further intensify the exchange of information with our municipalities. Beyond that, we will examine whether the proportion of municipal representatives on the Committee of the Regions can be increased.

### 3. An EU that has the power to act, is constitutional and democratic

A strong EU has the aspiration to safeguard the power to act, the rule of law and also democratic accountability. The political, social and economic differences between the Member States often make it difficult to establish a common will. This hampers the EU's ability to act and impedes rapid progress. In addition, enlargement has posed new challenges to decision-making at EU level. Where this is already possible under the Treaty, the State Government considers it necessary to examine cases where unanimity can be replaced by majority voting. This applies in particular to the common foreign and security policy. On the other hand, the unanimity principle should be retained in critical areas such as tax and social policy, where it can play an important protective role. The State Government is also in favour of strengthening the EU's capacity to act through the joint efforts of individual Member States on specific issues. The Treaties already provide for such enhanced cooperation for specific EU policy areas. Intensified intergovernmental cooperation may also be beneficial. In both cases, such a group must always remain open to further Member States. The EU's capacity to act must not, however, be increased at the expense of the democratic reconnection of EU decisions. This is important for the acceptance of the decisions and thus for the success of the European project. This accountability is based, on the one hand, on the participation of the Member States in the decision-making processes in the European Council and in the Council of Ministers of the EU - involving the national parliaments in accordance with national requirements - and, on the other hand, on elections to the European Parliament.

The European Parliament has experienced a significant increase in power since its inception, most recently through the Treaty of Lisbon. Apart from a few exceptions, it is finally able to take decisions in its capacity as co-legislator as an equal partner, especially as regards the EU budget. It is an important indicator for democracy in the EU that the European Parliament has developed in this way. In the long term, an EU electoral law that better reflects the situation of the EU population can make a further contribution to strengthening the European Parliament's democratic accountability. For example, it would also be conceivable to have cross-border constituencies or transnational lists governed by European law. We are in favour of the development of linking the election of the President of the Commission even more closely to the decision of a parliamentary majority in the European Parliament. However, any further adaptation to the European Parliament must be in line with the requirements of the German Constitution and the rulings of the Federal Constitutional Court on European issues. A European public sphere is also important for democratic reconnection. Key to this is national and pan-European reporting on European policy debates and decisions made by the EU institutions. This includes, among other things, broadcasts and in-depth media coverage of plenary debates in the European Parliament. The visibility of EU institutions in social media should be further enhanced. An EU-wide common media platform featuring European content could strengthen a common European public sphere and at the same time restore a balance with non-European digital companies. Other forms of civic participation, such as the European Citizens' Initiative, are also necessary for a European public sphere. The Commission also consults citizens prior to legislative initiatives. It is particularly important to make the submitted proposals more representative and to enhance their regional focus. Particular weight should be given to the opinions of regional governments and parliaments with legislative powers. Baden-Württemberg has had positive experiences with citizen participation, especially with the process of selecting random citizens for dialogue forums.

## 4. An EU that fulfils its role in the world with strength and responsibility

The EU has made a significant contribution to peace, stability and prosperity in Baden-Württemberg. It is therefore in the vested interest of the State to assume responsibility for the success of European integration. The major challenges and tasks are above all global in nature. The individual Member States are too small to act alone. In the long term, therefore, we can only help shape developments in the world at EU level. The decisive factor here is an EU foreign policy based on a common will. The Member States should be able to take decisions on foreign and security policy issues not only unanimously but also by qualified majority. From the point of view of the State, the medium-term goal is a common EU foreign policy. The Common Security and Defence Policy, which is an integral part of EU policy, is crucial to the goal of maintaining peace, whether in the wider world or closer to home. Therefore, the efforts to consolidate resources and establish a European army in close cooperation with NATO are to be welcomed. Baden-Württemberg can also contribute to EU security policy within the scope of its competences. This can be done, for example, by participating in EU police and rule of law missions in third countries. Coherent development cooperation coordinated at EU level can contribute to global peacekeeping, stability and economically sustainable development in the countries of the Global South. Coordination of development cooperation must therefore be strengthened at EU level. Baden-Württemberg supports Agenda 2030 within the framework of its development partnerships and individual projects at home and abroad. The State actively participates in networks and partnerships in the EU and contributes to their development with its sustainability strategy. As a region with an export-oriented economy, Baden-Württemberg benefits from open markets and rule-based international trade.

International trade offers great opportunities for our State. Fair conditions of competition, open markets and maintaining high standards are essential to securing our prosperity. As the largest economic area in the world, the EU has an important role to play in defining the rules of play. In the long term, there is a need for a multilateral trade regime under the umbrella of the World Trade Organisation (WTO). If no further progress can be made in this direction, the first step will be to conclude bilateral EU trade and economic partnership agreements with other states and alliances of states. Trade agreements with developing countries must offer the partner states sufficient scope for developing and maintaining a sustainable local economy and value creation. In global competition, it will be imperative to uphold EU standards and values. In the area of data protection, EU norms have become standard in other parts of the world. The EU's objective must therefore be to play its part in setting global standards in key future-oriented areas such as digitalisation, artificial intelligence, biotechnology and genetics. It is in the EU's intrinsic interest to maintain close relations and economic contacts with its neighbours in order to foster political and economic stability. In addition to developing relations and strengthening democratic structures and the rule of law, the EU is also required to provide further development assistance, including investment in transnational infrastructure. It is the view of the State Government that the Western Balkan countries should be given the prospect of accession. A prerequisite for EU accession is full fulfilment of the accession criteria, in particular a functioning democracy and rule of law, a functioning market economy and protection of minorities (Copenhagen criteria). Baden-Württemberg will continue to work towards bringing these states closer to the common standards and values of the EU, within the framework of its Joint Government Commissions and the EU Strategy for the Danube Region. The EU should consider new models of close cooperation at a level lower than full membership for states that are not likely to meet the accession criteria, common values and EU standards in the foreseeable future.

## 5. An EU that delivers prosperity and social protection

The EU continues to contribute to prosperity, jobs and social security. The EU single market, with its four fundamental freedoms (free movement of goods, people, services and capital), guarantees a stable regulatory framework for businesses, workers and consumers. They all benefit from the high standards of the single market. Within the single market, competition for the best solutions must continue to be possible and proven regional features such as the master craftsman's certificate or the cooperative or savings bank model must be preserved. There is much more to regions and local authorities than simply being places to invest in the single market. There needs to be increased efforts across the EU to remove practical obstacles so that consumers can benefit from greater choice and lower prices and companies can offer their goods and services across the EU. Differences in administrative regulations, reporting procedures, forms or documentation requirements deter companies from operating in another Member State, particularly in the services sector. The Commission must step up its efforts to eliminate these differences; however, it is above all the Member States that must align their rules and administrative practices. Baden-Württemberg will continue to work for the removal of existing obstacles in the Franco-German border region. Barriers to social services should also be reduced where possible and cooperation should be sought in border areas, for example in the field of healthcare, while taking into account the specific nature of social services, particularly in the field of services of general interest. The single market must be continually improved and developed. The high standards required by the social market economy model must also be upheld and further developed for digital business models.

The EU has many years of experience in creating a common legal base for states with different political, cultural and historical backgrounds. The EU has the opportunity to develop standards for a global Internet policy. To this end, rules must be put in place that strike the right balance between guaranteeing freedom of expression and data protection, a high level of security and the promotion of innovation. At the same time, European and international cooperation in tax matters must be intensified in order to combat tax avoidance and enable fair competition between different regions. The emergence of new business models on the Internet also requires coordinated action at EU and international level to achieve effective taxation of business activities on the Internet. A strong euro as a global currency must remain the main objective of EU monetary policy. The Stability and Growth Pact lays down basic rules for the monetary union to function. The Commission must be more consistent in ensuring that these rules are observed. Any further development of the Economic and Monetary Union must be guided by the principle of joint risk and liability and the sustainability of public finances. In the future, there must also be no unconditional financial aid in the eurozone. Implementing growth-enhancing, sustainable structural reforms in the Member States is a high priority. The allocation of EU funds should therefore in future be linked more closely to reforms carried out in the Member States. It is, however, primarily up to the Member States to carry out structural reforms to improve their competitiveness; this is in their own interest. All euro states must first implement stable national deposit towards Europe-wide deposit guarantee schemes can be considered. For the State Government it is important that the special situation of the savings banks and cooperative banks is fully taken into account. A proportionate approach to banking regulation is required that does not impose the same regulations on small, regional banks as it does on large, systemically important institutions. A distinguishing feature of European economies is their strong, innovative small and medium-sized enterprises (SMEs). They create many jobs, have strong roots in their local regions and are often very innovative and adaptable. The EU should increase its support for SMEs and start-ups. It should, together with the Member States, create a business-friendly environment for entrepreneurs by simplifying legislation. Regulations in areas such as taxation, reporting and information obligations and occupational health and safety need to be reviewed to

ensure that they do not impose disproportionate burdens on SMEs and, where appropriate, be adapted. The EU's Small Business Act should be further advanced as an ambitious SME policy instrument to achieve intelligent EU regulation adapted to the needs of SMEs and micro-enterprises. Creating jobs and reducing unemployment, in particular youth unemployment, must continue to be the common objective of efforts undertaken at all political levels. Baden-Württemberg sees the successful dual training system as an important element in this and will continue to play an active role by implementing its own measures within the framework of cooperation with other regions and Member States. The EU and the Member States should become more involved in this area with their own programmes. The safeguarding of fair working conditions and the improvement of the mobility of skilled workers within the EU must be enhanced. The achievements of the social market economy, such as strong social partnership, co-determination rights and effective social security systems, must benefit citizens in all Member States. Where there are still major differences – as in the case of co-determination rights – the process of upward convergence must be intensified. With the European Pillar of Social Rights (20 principles in the areas of equal opportunity and access to the labour market, fair working conditions, social protection and social inclusion), the EU is striving towards social convergence.

## 6. An EU that protects its citizens

The linking of economies and the Schengen area with no internal borders are key EU achievements from which people benefit directly. However, despite their obvious advantages, these achievements have in part led EU citizens to doubt the ability of the state to act. Criminals also exploit the opportunities offered by borderless travel and thus damage the acceptance of the EU by its citizens. The EU and the Member States must therefore work more closely together to prevent and investigate criminal offences. Some threats, such as international terrorism or cybercrime, can only be tackled effectively if the Member States' security authorities cooperate closely with each other and if the EU provides an appropriate framework for this. We welcome the fact that in recent years the EU has created a large number of instruments to strengthen the security architecture in the EU, such as databases or regulations on joint investigation teams. However, the landscape of national and European databases has sometimes become confusing. Given the many different instruments involved, it is important to carry out a stocktaking and evaluation exercise, involving the relevant authorities. In addition, the quality of these databases needs to be improved throughout the EU, as well as ensuring that they are up to date. Furthermore, the interconnection and interoperability of the databases is crucial to enable police and security authorities to use them effectively. The State Administration ensures that the security authorities are well-trained in the use of the databases.

Where necessary, access by border, migration, visa and security authorities should be facilitated so that they can quickly and securely detect and prevent identity abuses. Any measure taken must respect the rights of those concerned. Effective cross-border crime control requires that Member States have functioning constitutional systems and credibility in their structures. The Commission should therefore use the instruments provided for in the Treaties to ensure the implementation of the common rules in the Member States. The enlargement of the Schengen area also requires strict compliance with the criteria laid down. Exchanging information is an essential aspect of combating cross-border crime. In this context, the joint Franco-German Centre for Police and Customs Cooperation in Kehl serves as a prime example. Security authorities must have the necessary resources and personnel in place to effectively combat emerging threats. To achieve this, both the EU and the Member States, the regions and the State must play their part. Legal assistance must also not be allowed to fail due to technical implementation problems. A digital infrastructure needs to be established to allow the exchange of sensitive data in accordance with data protection rules. Particularly in the area of cybercrime, it is necessary to consider pooling resources in order to avert and investigate new threats.

Effective cross-border cooperation requires that those involved are familiar with supranational structures and have an understanding of the work carried out in other Member States. To achieve successful collaboration, staff in the Member States need to be trained and encouraged to learn foreign languages and participate in exchange programmes. There should also be tangible incentives to enhance the level of European expertise within the security authorities and courts. The State Government will step up its efforts in this regard and also take this into account when awarding leadership positions in the administration and judiciary. Any transfer of security or law enforcement powers to the EU level is a sensitive issue at the very core of state sovereignty. In this respect, such a drastic transfer of competencies can only be contemplated after careful consideration of all relevant issues. In any case, this requires democratic legitimation, effective legal remedies and protection of fundamental rights. For the first time, powers of prosecution have been established at EU level with the European Public Prosecutor's Office; an extension of competence can only be discussed after operational activity has commenced and a well-founded evaluation has been carried out. Protecting the EU's external borders is essential for security within the EU. Indeed, the crises of recent years have revealed an urgent need for action on this point. Border authorities must be provided with the

necessary staff and equipment. We support the expansion of the European border management agency Frontex. For this to happen, the necessary resources should be made available in the EU budget. The technical equipment used at the borders needs to be upgraded further. This includes improvements in the registration of people entering the country, electronic entry permits and a biometric entry and exit registration system. The authorities responsible must be able to know who is in the Schengen area at all times.



## 7. An EU that provides assistance to vulnerable people

The EU's consensus on values includes the principle of preserving the natural basis of life. This largely derives from the Christian thoughts on creation. Today, however, we have to recognise that human action worldwide is leading to ever greater interference in natural living and environmental conditions. Global challenges such as climate change or the worldwide extinction of species, a steadily increasing consumption of resources, the pollution of the oceans and waters do not stop at national borders and thus compel us to act. If we are to stop and reverse this trend, major efforts are needed in all areas of society and life and at all levels. The EU must continue to set the pace in climate and environmental protection. Regulations and standards set at EU level must be implemented consistently. Baden-Württemberg intends to contribute to this by strengthening enforcement structures at state level and by the exemplary implementation of EU law in the state's institutions and properties. The EU must work hard internationally to ensure compliance with the Paris climate agreement. EU framework regulations assist in making the implementation of the agreement socially acceptable, neutral in terms of competition and transparent for citizens. Across the EU, we must continue to pursue the path of reducing greenhouse gas emissions. Baden-Württemberg therefore wants to commit itself to making emissions trading more effective at EU level. Member States and regions need to make much greater efforts to achieve the objective of limiting global warming to well below two degrees Celsius compared to pre-industrial levels in the coming decades; preferably the target should be 1.5 degrees Celsius. With its Integrated Energy and Climate Protection Concept, Baden-Württemberg is offering concrete strategies: In this context, priority will be given to greater energy efficiency, a higher proportion of renewable energies, adequate infrastructure for the energy revolution and more intensive research. Baden-Württemberg also sees it as its duty to advance low-emission mobility. There is also a need for greater support for more climate-friendly agriculture and forestry, which will ensure an increased absorption of carbon dioxide. This means that agriculture and forestry must adapt to the challenges of climate change and receive support in the process. The State Government intends to sustainably reduce the consumption of non-renewable resources in favour of a more bio-based, life-cycle-oriented economy and thus make Baden-Württemberg a pioneering European region in this area. Measures to this end include incentives for environmentally friendly product design, sustainable product cycles and recycling as well as consistent waste avoidance. At EU level, the State Government advocates, among other things, a consistent reduction in the use of plastics wherever this is in line with the principle of sustainability.

In addition, take-back obligations for more and more product groups and the end of waste exports must be regulated for the entire EU. The EU, the Federal Government and the State must take more initiatives to improve air quality, especially in cities. An important contribution will be made through better conditions for cyclists and pedestrians, the expansion of efficient local public transport and parking management, the reduction of emissions from cars, for example through intelligent mobility concepts and intelligent traffic control systems, or the promotion of electric mobility, which will all help to reduce the pollution caused by car traffic in cities. We want to reverse the decline in the number of species by making our nature conservation programmes in Baden-Württemberg more effective, and by expanding existing incentives for agriculture that preserve and further enhance biodiversity. At EU level, we are in favour of a gradual further development of the common agricultural policy, which would also make species protection a measurable target. Baden-Württemberg is working towards the goal of turning 30% of agriculture into organic farming. The preservation of natural life also means responsible treatment of animals. An EU-wide objective should be to ensure good husbandry conditions and to support small and medium-sized family farms.



## 8. An EU that preserves life and natural resources

The EU's consensus on values includes the principle of preserving the natural basis of life. This largely derives from the Christian thoughts on creation. Today, however, we have to recognise that human action worldwide is leading to ever greater interference in natural living and environmental conditions. Global challenges such as climate change or the worldwide extinction of species, a steadily increasing consumption of resources, the pollution of the oceans and waters do not stop at national borders and thus compel us to act. If we are to stop and reverse this trend, major efforts are needed in all areas of society and life and at all levels. The EU must continue to set the pace in climate and environmental protection. Regulations and standards set at EU level must be implemented consistently. Baden-Württemberg intends to contribute to this by strengthening enforcement structures at state level and by the exemplary implementation of EU law in the state's institutions and properties. The EU must work hard internationally to ensure compliance with the Paris climate agreement. EU framework regulations assist in making the implementation of the agreement socially acceptable, neutral in terms of competition and transparent for citizens. Across the EU, we must continue to pursue the path of reducing greenhouse gas emissions. Baden-Württemberg therefore wants to commit itself to making emissions trading more effective at EU level. Member States and regions need to make much greater efforts to achieve the objective of limiting global warming to well below two degrees Celsius compared to pre-industrial levels in the coming decades; preferably the target should be 1.5 degrees Celsius. With its Integrated Energy and Climate Protection Concept, Baden-Württemberg is offering concrete strategies: In this context, priority will be given to greater energy efficiency, a higher proportion of renewable energies, adequate infrastructure for the energy revolution and more intensive research. Baden-Württemberg also sees it as its duty to advance low-emission mobility.

There is also a need for greater support for more climate-friendly agriculture and forestry, which will ensure an increased absorption of carbon dioxide. This means that agriculture and forestry must adapt to the challenges of climate change and receive support in the process. The State Government intends to sustainably reduce the consumption of non-renewable resources in favour of a more bio-based, life-cycle-oriented economy and thus make Baden-Württemberg a pioneering European region in this area. Measures to this end include incentives for environmentally friendly product design, sustainable product cycles and recycling as well as consistent waste avoidance. At EU level, the State Government advocates, among other things, a consistent reduction in the use of plastics wherever this is in line with the principle of sustainability. In addition, take-back obligations for more and more product groups and the end of waste exports must be regulated for the entire EU. The EU, the Federal Government and the State must take more initiatives to improve air quality, especially in cities. An important contribution will be made through better conditions for cyclists and pedestrians, the expansion of efficient local public transport and parking management, the reduction of emissions from cars, for example through intelligent mobility concepts and intelligent traffic control systems, or the promotion of electric mobility, which will all help to reduce the pollution caused by car traffic in cities. We want to reverse the decline in the number of species by making our nature conservation programmes in Baden-Württemberg more effective, and by expanding existing incentives for agriculture that preserve and further enhance biodiversity. At EU level, we are in favour of a gradual further development of the common agricultural policy, which would also make species protection a measurable target. Baden-Württemberg is working towards the goal of turning 30% of agriculture into organic farming. The preservation of natural life also means responsible treatment of animals. An EU-wide objective should be to ensure good husbandry conditions and to support small and medium-sized family farms.

## 9. An EU that promotes knowledge and innovation

In the future, we can only secure our competitiveness in business and research through joint European efforts. The aim must be to increase the speed of innovation in Europe. To this end, the EU must become more than ever a union of knowledge and innovation. Central to this is the completion of the European Research Area, which is an EU initiative. The aim of the European Research Area is the close networking and further development of national research and science systems in Europe. In order to achieve this, mobility in the field of research must be increased and facilitated. Europe's strength lies in the fact that the best minds in science and research exchange ideas and work on joint projects. The Erasmus programme is one of the best known EU success stories. The exchange programme supports European knowledge transfer and is often the start of successful careers. Exchange through the Erasmus Plus programme needs to be further expanded at EU level with the support of Member States or regions. In order to counter the increasing shortage of skilled labour in some Member States, it is also necessary to simplify the process of taking up employment in another EU country. This requires progress on the mutual recognition of qualifications, taking into account the different education and training systems in the respective Member States. In the medium term, we are also striving for EU coordination of immigration rules for skilled workers from third countries. We also attach great importance to creating an innovation-friendly environment. We advocate the coordination of support systems, the reduction of bureaucratic obstacles, regulation adapted to the size of companies and institutions, simplified certification and faster exploitation of patents. The aim must be to jointly strive for global technological leadership in key future fields and to strengthen Europe-wide research centres for this purpose. Within the EU, research priorities need to be defined in order to create synergies and avoid overlap and duplication. The Member States on their own are too small to provide the necessary research funding for major research projects. The establishment of research-oriented, transnational European universities is therefore essential. Border regions provide the perfect opportunity for this.

With Eucor – The European Campus alliance, a European University has already been set up in the Upper Rhine region that can serve as a blueprint for further collaborations. The EU budget must give greater priority to research and development and the advancement of technology transfer. This requires a further significant increase in the EU research budget. To ensure that Baden-Württemberg remains one of the most innovative regions in Europe in the future, we are focusing on the technology-oriented promotion of science and research. The State Government supports an excellence-oriented EU research policy that is geared towards quality. The State Government will work to ensure an appropriate distribution of EU research funding across all stages of development from basic research to market maturity. We also attach importance to application-oriented, industry-oriented research, and EU funding aimed at the needs of SMEs and start-ups. In the EU, we must work together to respond more strongly to technology megatrends so that new technologies can also be used commercially and to prevent new dependencies from forming. The focus will be on artificial intelligence, industry 4.0 and robotics, mobility, bio-economy, environmental technology, medical technology and energy. The State has created an innovative centre of cooperation for this, namely the "Cyber-Valley". The challenges arising from these trends must be identified more quickly and solutions offered. This also applies to a competitive automotive industry that is increasingly dependent on automation, digitalisation and compliance with the highest environmental standards. To achieve this, we need the appropriate infrastructure, in particular an expansion of broadband networks. This is primarily the task of the telecommunication companies. Where companies do not invest because it is not economically viable, the public sector must step in and play its part. This applies mainly to rural areas. The EU and Member States as well as regions and municipalities must coordinate more closely in this respect. In particular, the fields of artificial intelligence and genetic

engineering will bring about far-reaching ethical, social, societal and legal transformations. In this respect, the EU and all Member States are called upon to conduct a wide-ranging debate and to establish an appropriate regulatory framework. The sheer size of the EU single market, with a future population of some 440 million people, will require digital business models. When it comes to regulation, a “European way” must be found that sets high data protection standards both internally and externally.

## 10. An EU that brings its citizens together

The strengthening of cohesion within the EU must be given greater focus. Both the EU and the State Government are aware of the crucial role played by human interaction and dialogue in fostering cohesion and building a common European identity. In the future, it will be even more important to facilitate, develop and promote existing opportunities for exchange and interaction not only for the younger generation, but for all ages and backgrounds. The focus is on enabling communication and dialogue for all sections of society, reinforcing Europe's profile in schools, universities, municipalities and the media, and intensifying regional integration through models of cross-border cooperation. Exchange programmes facilitate direct encounters and friendships and afford the participants a wide range of educational, professional and personal experiences. Cultural and artistic exchange creates a sense of community and the sense of being part of Europe. In numerous towns, municipalities and district partnerships, citizens are able to interact face to face. The State Government supports the municipalities in promoting these exchanges. Church youth exchanges and youth networks also play a valuable role in this respect. The foundations based in Baden-Württemberg, voluntary members of the European associations and publicly recognised extracurricular educational institutions can also make a valuable contribution here. For instance, we could promote initiatives such as a voluntary European Year or exchanges between young people, apprentices and young employees. There are already some examples here in Baden-Württemberg that have proven to be successful and worthy of imitation. In addition, the long-term expansion and consolidation of the Erasmus programme proposed by the Commission in the areas of schools and higher education for apprentices and professionals, culture and sport is very much welcome. The Erasmus programme should also be made more accessible to older generations. Particularly in the field of training and employment, targeted efforts are needed to expand existing funding opportunities and to raise awareness. The EU is therefore called upon to significantly simplify application processes. In addition, within the scope of the Interrail project "Discover Europe", such groups should be targeted which have not yet been reached by support programmes. There should be more publicity given to projects such as the "Young European Parliament" to increase public awareness.

Baden-Württemberg has set itself the goal of further strengthening the debate on European issues within the framework of democracy education at its schools. The aim is to develop a deeper understanding of the history of the EU and how its institutions work, through cooperation between schools and partner institutions. In history lessons, it might also be helpful to study the past from the perspective of neighbouring countries. In addition, Baden-Württemberg will strive to enable more young people to take part in trips to EU institutions in Strasbourg or Brussels during their time at school. The Commission and the European Parliament are requested to provide financial and organisational support for such educational trips. Officials can make an important contribution in firmly embedding Europe within the local authorities and administrations. Baden-Württemberg intends to harness the potential of its civil servants even more effectively and take a closer look at the European orientation of its administration. Baden-Württemberg will therefore support job shadowing and exchange programmes for employees, especially in partner communities with local authorities and districts. The issue of Europe must be given greater prominence in regional and national media coverage in order to create a European public sphere. Journalism training must provide basic knowledge on how the EU and its institutions work. Baden-Württemberg plans to create more incentives for a wider range of European policy seminars and content in its journalism study programmes. In the area of public service broadcasting, the aim is to expand the use of EU platforms modelled on the "arte" channel and to develop digital formats (e.g. apps or podcasts) in a targeted manner. In order to strengthen Franco-German cooperation as an engine of European integration, the State is working together with its French partners on a "France concept". The aim is

to bring new impetus to cooperation with our French neighbours so that we collaborate even more closely and effectively. To this end, we played an active role in the work on the revision of the Élysée Treaty. Cross-border contacts and encounters in everyday life require physical connections, more specifically opportunities to travel across the border, such as bridges across the Rhine. Practical steps that enable physical contact are essential for real integration. Reinstating the Colmar - Breisach - Freiburg and Hagenau - Rastatt - Karlsruhe railway lines will also serve to bridge the gaps and foster cross-border connections. In addition, support should be given to innovative forms of mobility to facilitate everyday cross-border transport and to promote tourism, bringing people together both in work and in leisure. Foreign language skills are also important for cultural exchange and encounters. Through reciprocal communication and coordination, we are committed to promoting the partner language and fostering mobility within the education sector. Together with our French partners, the State Government is also supporting the expansion of relevant funding programmes at EU level.

## Process description of the Dialogue on Europe

The State Government launched the Dialogue on Europe to take an active role in the current debate on the future of the EU. The aim was to enter into a dialogue with citizens, as well as with experts from politics, science, business and society. Various dialogue formats were developed for the State Government's Dialogue on Europe in the form of three "Cornerstones":

**1st Cornerstone:** Expert Forum and Specialist Forums The Expert Forum, chaired by Guido Wolf, Minister of Justice and European Affairs, and deputy chairman, State Secretary Volker Ratzmann from the State Ministry, included 19 representatives from the science and business communities, trade unions, the church, the cultural sector and the media. Members of the State Parliament of Baden-Württemberg as well as European Parliament members from Baden-Württemberg were also part of the forum. The work of the Expert Forum was complemented by five specialist forums with speakers on the topics of innovation, youth, local authorities, safety and the environment.

**2nd Cornerstone:** Citizens' Dialogue In Bad Mergentheim, Rastatt, Ravensburg, Tuttlingen, Freiburg and Stuttgart, six Citizens' Dialogues were chaired by Gisela Erler, State Councillor for Citizen Participation and Civil Society. Randomly selected citizens had the opportunity to formulate their ideas for Europe and to discuss them with representatives of the State Government, with the President of the European Commission, Jean-Claude Juncker, and with EU Commissioner Günther Oettinger. The process of interviewing citizens selected at random was a special feature of the European Dialogue: With the help of the residents' registration database, citizens were picked at random and personally invited to the local Citizens' Dialogues. As a result, a wide variety of different perspectives on EU were highlighted during the State's dialogue process.

**3rd Cornerstone:** Public events The Dialogue on Europe was accompanied by numerous public events. The event started with a discussion with Prime Minister Winfried Kretschmann, the Minister of Justice and European Affairs, Guido Wolf, the President of the Federal Constitutional Court, Prof. Dr. Andreas Voßkuhle, and the former German Foreign Minister, Joschka Fischer. Panel discussions were held in Aalen, Vellberg and Stuttgart on the topics of EU finances, cross-border labour markets, Europe and rural areas. In Pforzheim, Tuttlingen and Stuttgart, discussion groups and school events were organised on the topics of town twinning and regional development. To conclude the series of events, the Federal President of the Republic of Austria, H.E. Dr. Alexander Van der Bellen, delivered a keynote address in the series "Stuttgart Speeches on Europe".

### Public relations work and survey

The website [www.europadialog-bw.de](http://www.europadialog-bw.de) provides a detailed account of the activities of the Dialogue on Europe. People could also submit written comments and ideas on this site. Citizens were able to answer questions regarding the future of the EU in an online survey on the official participation portal for the Dialogue on Europe. More than 500 people took part in the survey between the end of July and the beginning of November 2018. The results have also been used in the drafting of the Guiding Principles.

### Guiding Principles – Process

The contributions from the dialogue process were collated and formed the basis for the State Government's Guiding Principles on Europe. The Guiding Principles' ten visions of the future illustrate the direction the State Government wishes the EU to take in the years ahead. Ten compelling

headings formulate what the State Government expects not only from the EU, but also from the State itself.

### **Guiding Principles – Objectives**

These Guiding Principles should include a future-oriented declaration by the State Government on its own self-conception and its basic tenets on European integration. Internally, it should provide orientation and thus guide and motivate action. Externally, it should make clear the State Government's position with regard to European policy. With its Guiding Principles, the State is actively contributing to the current debate on the future of the EU.

### **Survey**

A survey was carried out on the Baden-Württemberg participation portal as part of the citizens' participation in the State Government's Dialogue on Europe. The survey comprises a total of 36 questions on the EU from the perspective of the State of Baden-Württemberg. 6 questions from the survey are listed below. More than 500 people took part in the period between 26.07.2018 and 08.11.2018. The survey is not representative. The complete results of the survey can be found at [www.europadialog-bw.de](http://www.europadialog-bw.de)

## Imprint

### **Publisher**

Staatsministerium Baden-Württemberg Referat 43 – Europa  
Richard-Wagner-Straße, 15 70184 Stuttgart, Germany

### **Layout**

büro punkt. für visuelle Gestaltung, Medienkonzepte und Internetservice  
Hauptstraße 46, 73098 Rechberghausen, Germany  
Telephone +49 (0)7161 959383  
[www.buero-punkt.de](http://www.buero-punkt.de)

### **Printing**

Bader Druck GmbH  
Daimlerstraße 15, 73037 Göppingen, Germany  
[www.bader-druck.de](http://www.bader-druck.de)

Number of copies: 2,000 Printed on: VIVUS 103