

Romana Sălăgeanu

Budrich  
UniPress

# Regional Participation within European Multi-Level Governance

Saxony-Anhalt: Regional Parliament,  
Regional Government, Stakeholders

# Romana Sălăgeanu Regional Participation within European Multi-Level Governance

Saxony-Anhalt: Regional Parliament, Regional Government, Stakeholders

Why is there a regional participation of Saxony-Anhalt within the European Multi-Level Governance system? The author provides an account of the characteristics of European Multi-Level Governance (EMLG) and regional participation therein, by describing the EMLG and identifying its topics and categories of meaning for regional participation. She establishes the mechanisms responsible for regional participation, highlighting the patterns that emerge.

## Author:

Romana Sălăgeanu, graduated the PhD in a joint-supervision programme at the Faculty of European Studies, Babeş-Bolyai University, Cluj-Napoca, Romania and the Faculty of Humanities, Social Sciences and Education, Otto-von-Guericke University, Magdeburg, Germany

ISBN 978-3-86388-741-4



9 783863 887414 >

# Romana Sălăgeanu

Regional Participation with European Multi-level Governance

Romana Sălăgeanu

Regional Participation within European Multi-  
Level Governance



Romana Sălăgeanu

# Regional Participation within European Multi- Level Governance

Saxony-Anhalt: Regional Parliament,  
Regional Government, Stakeholders

Budrich UniPress Ltd.

Opladen • Berlin • Toronto 2017

All rights reserved. No part of this publication may be reproduced, stored in or introduced into a retrieval system, or transmitted, in any form, or by any means (electronic, mechanical, photocopying, recording or otherwise) without the prior written permission of Barbara Budrich Publishers. Any person who does any unauthorized act in relation to this publication may be liable to criminal prosecution and civil claims for damages.

You must not circulate this book in any other binding or cover and you must impose this same condition on any acquirer.

This publication has been submitted as a PhD thesis at the Otto-von-Guericke University, Magdeburg and the Babeş-Bolyai University, Cluj-Napoca. The defence took place on the 29.09.2015.

A CIP catalogue record for this book is available from  
Die Deutsche Bibliothek (The German Library)

© 2017 by Budrich UniPress Ltd. Opladen, Berlin & Toronto  
[www.budrich-unipress.eu](http://www.budrich-unipress.eu)

**ISBN 978-3-86388-741-4**  
eISBN 978-3-86388-302-7

Das Werk einschließlich aller seiner Teile ist urheberrechtlich geschützt. Jede Verwertung außerhalb der engen Grenzen des Urheberrechtsgesetzes ist ohne Zustimmung des Verlages unzulässig und strafbar. Das gilt insbesondere für Vervielfältigungen, Übersetzungen, Mikroverfilmungen und die Einspeicherung und Verarbeitung in elektronischen Systemen.

Die Deutsche Bibliothek – CIP-Einheitsaufnahme

Ein Titeldatensatz für die Publikation ist bei Der Deutschen Bibliothek erhältlich.

Budrich UniPress Ltd.

Stauffenbergstr. 7. D-51379 Leverkusen Opladen, Germany

86 Delma Drive. Toronto, ON M8W 4P6 Canada

[www.budrich-unipress.eu](http://www.budrich-unipress.eu)

Jacket illustration by Bettina Lehfeldt, Kleinmachnow – [www.lehfeldtgraphic.de](http://www.lehfeldtgraphic.de)

Editing: Alison Romer, Lancaster, UK

Technical Editing: Anja Borkam, Jena – [kontakt@lektorat-borkam.de](mailto:kontakt@lektorat-borkam.de)

Printed in Europe on acid-free paper by Books on Demand GmbH, Norderstedt, Germany

## Acknowledgements

I am thankful to my scientific tutors Prof. Dr. Wolfgang Renzsch and Ass. iur. Maître en Droit Karen Schlüter, from the Otto-von-Guericke University, Magdeburg. They were a great source of inspiration and they motivated me to constantly improve my research. I am deeply grateful for their thoroughness and useful guidance during the last decade.

I am grateful to the actors of Saxony-Anhalt and the staff of the representation of Saxony-Anhalt to the European Union for their insightful contribution to my research and to my professional development. I appreciate the financial assistance I was awarded from the German Academic Exchange Service (DAAD) and the European Social Fund for completing my research.

Finally, I wish to thank my family for the significant support and encouragement during all the research stages, without which I would not have completed this book.



# Table of contents

<b>List of abbreviations</b> .....	11
<b>Abstract</b> .....	13
<b>1 Introduction</b> .....	15
1.1 Research scope .....	17
1.2 Structure of the book .....	18
<b>2 Theoretical framework for regional participation within European Multi-Level Governance</b> .....	21
2.1 Region .....	21
2.2 Regionalism.....	22
2.3 Regionalisation.....	24
2.4 Subnational mobilisation .....	26
2.5 Regional participation .....	28
2.6 European Multi-Level Governance from theoretical perspective .....	30
2.7 The Multi-Level Governance Type I and Type II .....	33
2.8 European Multi-Level Governance from the European institutional perspective .....	34
2.9 European Multi-Level Governance implementation at European level and within Member States .....	38
2.10 Regional participation within European Multi-Level Governance – bottom-up analysis model .....	41
2.10.1 The region and European Multi-Level Governance .....	41
2.10.2 Research questions .....	43
2.10.3 Methodology .....	44
<b>3 The Europeanisation of Saxony-Anhalt</b> .....	49
3.1 Introductory history of Saxony-Anhalt.....	49
3.2 The industrialisation .....	51
3.3 The establishment of Saxony-Anhalt after 1945 .....	54
3.4 The re-establishment of Saxony-Anhalt 1989-90.....	56

<b>4 Saxony-Anhalt in the European Union – the bottom-up dimension</b>	61
4.1 Intrastate institutional changes after 1989	62
4.2 The <i>Landtag</i> of Saxony-Anhalt	66
4.3 The <i>Landesregierung</i> of Saxony-Anhalt	69
4.4 Stakeholders in Saxony-Anhalt	73
<b>5 Political guidelines of Saxony-Anhalt's participation within European Multi-Level Governance</b>	77
5.1 The 4 <sup>th</sup> legislative period: 2002-2006	79
5.1.1 Social and political background of the election	79
5.1.2 Political goals and resources of Saxony-Anhalt	80
5.1.3 Participation processes of Saxony-Anhalt within EMLG	83
5.1.4 The actors' functions and the policy content connection	86
5.2 The 5 <sup>th</sup> legislative period: 2006-2011	88
5.2.1 Social and political background of the election	88
5.2.2 Political goals and resources of Saxony-Anhalt	89
5.2.3 Participation processes of Saxony-Anhalt within EMLG	93
5.2.4 The actors' functions and the policy content connection	97
5.3 The 6 <sup>th</sup> legislative period: 2011-2016	98
5.3.1 Social and political background of the election	98
5.3.2 Political goals and resources of Saxony-Anhalt	99
5.3.3 Participation processes of Saxony-Anhalt within EMLG	103
5.3.4 The actors' functions and the policy content connection	104
<b>6 Regional participation of Saxony-Anhalt within European Multi-Level Governance: the complement of the European Regional Policy</b>	109
6.1 The European Regional Policy	110
6.2 Political goals of Saxony-Anhalt regarding the European Regional Policy	114
6.3 Resources of Saxony-Anhalt and their functions regarding the European Regional Policy	115
6.4 The participation processes of Saxony-Anhalt regarding the European Regional Policy	117

6.5 Findings.....	120
<b>7 Regional participation of Saxony-Anhalt within European Multi-Level Governance: the complement of the European Chemicals Policy .....</b>	<b>123</b>
7.1 European dimension of the chemicals industry .....	123
7.2 The chemicals industry in Saxony-Anhalt and its role for the participation within European Multi-Level Governance .....	127
7.3 The European Chemical Regions Network .....	130
7.4 The European Chemical Regions Network and its functions within EMLG.....	137
7.5 The High Level Group for the Competitiveness of the European Chemicals Industry .....	141
7.6 Spill-over of the European Chemical Regions Network within EMLG: ChemLog and ChemClust .....	147
7.7 Findings.....	152
<b>8 The regional participation pattern of Saxony-Anhalt within European Multi-Level Governance .....</b>	<b>157</b>
<b>9 Conclusions .....</b>	<b>167</b>
<b>10 Bibliography .....</b>	<b>173</b>
<b>Appendix 1: Extracts from the European Commission's White Paper on European Governance (2001).....</b>	<b>199</b>
<b>Appendix 2: Extracts from the European Parliament's Resolution on governance and partnership at a national, regional and project basis in the field of regional policy (2008) .....</b>	<b>203</b>
<b>Appendix 3: Extracts from the Committee of the Regions' White Paper on Multilevel Governance (2009).....</b>	<b>205</b>

<b>Appendix 4: Extracts from the Committee of the Regions’ Scoreboard Table with MLG best-practices and recommendations (2013).....</b>	<b>209</b>
<b>Appendix 5: Extracts from the Europe 2020 Strategy (2010) .....</b>	<b>211</b>
<b>Appendix 6: Article 5 Common Provisions Regulation (2013).....</b>	<b>215</b>
<b>Appendix 7: Key recommendations for regional authorities in chemical regions (2012).....</b>	<b>217</b>
<b>Index .....</b>	<b>219</b>

## List of abbreviations

CDU: *Christlich Demokratische Union Deutschlands*/ Christian Democratic Union of Germany  
CEFIC: The European Chemical Industry Council  
CF: Cohesion Fund  
ChemLog: Chemical Logistics Cooperation in Central and Eastern Europe  
ChemClust: Chemical Cluster Development in European Regions  
COM: European Commission  
CoR: Committee of the Regions  
Council: Council of the European Union (Council of Ministers)  
DG: Directorate-General within the European Commission  
EAFRD: European Agricultural Fund for Rural Development  
ECRN: European Chemical Regions Network  
EMLG: European Multi-Level Governance  
EP: European Parliament  
EMFF: European Maritime and Fisheries Fund  
EMK: *Europaministerkonferenz* (Europe-ministers' conference)  
EPP: European People's Party  
ERDF: European Regional Development Fund  
ESF: European Social Fund  
ESI: European Structural and Investment Funds  
EU: European Union  
FDP: *Freie Demokratische Partei*/ Free Democratic Party  
FDR: Federal Republic of Germany  
GDR: German Democratic Republic  
GG: *Grundgesetz*/ German Basic Law  
HLG: High Level Group  
KPD: *Kommunistische Partei Deutschlands*/ Communist Party of Germany  
LRAs: Local and regional authorities  
MEP: Member of the European Parliament  
MFF: Multi-annual Financial Framework  
MLG: Multi-Level Governance  
MPK: *Ministerpräsidentenkonferenz* (minister-presidents' conference)  
MS: Member States  
NUTS: Nomenclature of Units for Territorial Statistics  
OP: Operational Programme  
PA: Partnership Agreement  
SED: *Sozialistische Einheitspartei Deutschlands*/ Socialist Unity Party of Germany  
SME: Small and Medium Enterprise

SPD: *Sozialdemokratische Partei Deutschlands*/ Social Democratic Party of Germany  
TEN-T: Trans-European Transport Network  
VCI: *Verband der Chemischen Industrie*/ The German Chemical Industry Association  
WP: White Paper

## Abstract

The book provides an account of the European Multi-Level Governance (EMLG) characteristics and of the regional participation within it, by describing the EMLG and by identifying the topics and categories of meaning for regional participation within it. It establishes the mechanisms responsible for regional participation, highlighting patterns that emerge from it. The book does not offer the entire EMLG picture with all the processes involved in it, but it offers a perspective of the regional dimension of this phenomenon.

The main research question is: Why does the regional participation of Saxony-Anhalt within EMLG occur? The purpose of the qualitative analysis is to explain the process of regional participation in EMLG, taking into account Saxony-Anhalt. The analysed data is based mainly on literature concerning the EMLG and the regional participation, but also on documents from the supranational, national and subnational levels.

Multi-Level Governance (MLG) was a highly debated topic within the European integration literature in the 1990s, with regard to the European Regional Policy. Initially, it was merely understood as an approach to the way the EU functions. Since then, it has been further developed and it is currently part of the institutional understanding of EU governance at European level.

The case study, Saxony-Anhalt, was chosen because it offers a model of regional participation within EMLG. This model can be followed by both Western and Eastern European regions within the EU; only if their actors understand what the EU governance comprises and only if they mobilise and engage actively within EU governance processes.

The purpose of this book is to provide a framework of regional participation that can be considered “best-practice”. This study is valuable for actors from the new EU Member States, where regional participation can or still needs to be built up and strengthened. The empirical contribution of this research is relevant for the literature on subnational participation within EMLG, since research on Multi-Level Governance can focus more on Central and Eastern Europe.

