

Precarious podium

Europe and the crisis As leaders gather for a Brussels summit, not only are national finances under strain but so is the willingness to co-operate – casting doubt on prized achievements, writes **Tony Barber**

With Hillary Clinton visiting the European parliament in Brussels two weeks ago, she praised Europe's post-1945 political and economic integration as a "miracle". The US secretary of state was too polite to point out that the global financial crisis and economic recession are jeopardising some of that continent's greatest achievements of the past six and a half decades. More diplomatically still, she avoided putting the question that many Europeans themselves are asking: are governments and the European Union capable of winning this battle?

The EU is sometimes likened to a surptanker, seemingly unshakable in spite of its heavy load but not good at changing direction quickly. As the 27 leaders gather in Brussels today for a two-day summit, they will find themselves under pressure to show that their policies and decision-making processes are up to the task. José Manuel Barroso, Germany's former foreign minister, is one of the doubters. "The global economic crisis

Recovery checklist

In the works

Among European Union initiatives to combat the crisis are:

- A recovery plan costing €200bn (£165bn, €116bn), of which €170bn stems from national governments
- Spending by means of "automatic stabilisers" (unemployment benefits and other social security payments) worth about €100bn
- Recapitalising banks: €300bn
- Bank guarantees: €1,500bn
- Aid for central and eastern Europe: a €25bn facility, of which €6.5bn is already being disbursed to Hungary and €1.6bn to Latvia
- Support for the car industry
- The in loans expected from the European Investment Bank

is relentlessly laying bare the EU's flaws and limitations. Without common economic and financial policies, co-ordinated at a minimum among eurozone member states, the European monetary union and the EU – indeed, their very existence – will be in unprecedented danger," he warns. And others worry that the single market world started its descent into the financial abyss in August 2007. Europe's efforts at crisis management have taken shape largely at national level, with little regard for the EU's underpinnings. As a result, three of the bloc's most important measures of the past 30 years – the single market, the euro as common currency and the extension of political stability and prosperity into central and eastern Europe – are said to be under threat.

According to this school of thought, several factors have aggravated the incoherence of policy-making. One is the inexperienced leadership of the Czech Republic, which holds the EU's rotating presidency until Sweden takes over at midnight. Another is the poor relationship between Angela Merkel, Germany's chancellor, and Nicolas Sarkozy, French president. Then, in a union of 27 members, Franco-German leadership no longer serves as the organising principle as it did in the age of Helmut Schmidt and Valéry Giscard d'Estaing in the 1970s or Helmut Kohl and François Mitterrand in the 1980s and early 1990s. Still, if Paris and Berlin are at odds, it becomes even less likely that the rest of the EU will find common ground. In nearly all strategic aspects of EU crisis management, Germany and France are blocking each other," Mr Fischer says.

A third factor is the alleged weak-



Under Rags: Italy's Silvio Berlusconi shares a thought at last October's L'Espresso summit. EU leaders have since made little or no progress on co-ordinating a crisis response

ness of the European Commission, the executive arm of the union, as coordinator of the single market and fiscal rules that underpin the euro. On the one hand, the Commission is not the end of its five-year term and is distracted by the more subtle campaign of José Manuel Barroso for reappointment as its president this year. On the other, it is so terrified of being held responsible for bankruptcies and unemployment that it may be approving national guarantee schemes and subsidies for banks, the car industry and other sectors with out thinking through the implications for the single market and the stability of monetary union.

Mr Barroso expects these arguments. "I think we have acquired ourselves honourably, and I don't mean me personally, or the Commission, but Europe generally," he said last week. His officials point out that France's plan to give €6bn (£5.6bn, €3.9bn) in assistance to its carmakers received approval only after Brussels insisted that Paris should obey EU state aid rules and attach to conditions on keeping jobs and production in France.

Moreover, it was the Commission that ordered the last received report on future financial regulation from Jacques de Larosière, the International Monetary Fund's former managing director. This report, with its call for a new European system risk council to evaluate risk in the financial system will form the basis of Europe's proposals at next month's summit of the Group of 20 industrial and developing countries in London.

All the same, Europe's critics refuse to keep quiet. From the administration of President Barack Obama, comes the charge that the EU's €200bn fiscal stim-

6.4%

Forecast 2010 budget deficit ratio to GDP for Germany, France, Italy, Spain

70%

Size of Austria's GDP equivalent to its banks' loans made to eastern Europe

What is too modest. From Austria and Hungary, both EU members, comes the accusation that Brussels and the bloc's largest countries are doing too little to calm the economic storm stirring in central and eastern Europe. Austria's alarm is understandable. The loan exposure of its banks to the region amounts to about 30 per cent of Austria's gross domestic product, making default and financial contagion the Alpine nation's ultimate nightmare.

The EU has hardly been inactive, however. It has doubled its balance of payments facility for non-eurozone countries, is drawing on it to help Hungary, Latvia and Romania, and may soon increase it again. It has accelerated the disbursement of regional and structural aid to central and eastern Europe. Further help has come from the European Investment Bank, the EU's long-term investment arm, together with the European Bank for Reconstruction and Development and the World Bank.

Crucially, EU leaders agreed on March 1 that EU member banks must not starve their eastern subsidiaries of a share in the rescue schemes set up by governments for the parent banks. Much is to be made of this, a former Polish prime minister who is director of

IMF's European department, says. "I don't see the danger of even the fiscally embattled countries not being able to make their repayments."

In their response to the collapse in economic output, EU policymakers say they have been anything but timid. Add in the effect of Europe's automatic stabilisers – its generous unemployment benefits and other welfare programmes that come into effect in a recession – and the EU's total anti-recession expenditure is within range of the Obama administration's \$78bn (£50bn, €69bn) package, they say. This cuts little ice with Paul Nuyttens, a former Danish prime minister and now a socialist leader in the European parliament, who calls the EU's arithmetic calculations on deficit spending a fiction. "In the last Europe blamed President George W. Bush for the lack of constructive global leadership. Today it is Europe that risks being blamed by the rest of the world," he says.

There are, however, reasons why Europe is so reluctant to go deeper into debt to fight the recession: the crisis is exposing how vulnerable the public finances of most EU countries really are.

The combined budget deficit of the eurozone's four largest countries – Germany, France, Italy and Spain – will hit 6.4 per cent of GDP in 2010, up from 5.9 per cent this year and just 2 per cent in 2008, according to HSBC Global Research. Their public debt is forecast to climb to nearly 91 per cent of GDP from 79 per cent this year and 71 per cent in 2010.

All this says, however, limits agreed in the 1990s to govern

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the currency stability – and countries such as Greece, Ireland and Portugal are in an even more fragile condition.

In a currency union that has no central government to guide economic policy and no central fiscal authority, the deficits and debts piling up because of the recession are disturbingly high – a point underlined by the record yield spreads between Germany's 10-year government bonds and those of its less fiscally virtuous partners.

Germany, with low levels of domestic demand, is probably the one eurozone country whose public finances are strong enough to permit a bigger fiscal stimulus. But politicians such as Peer Steinbrück, finance minister, sometimes give the impression that Berlin is saving its ammunition for the battle that will really count – the rescue of a eurozone member state, such as Greece or Ireland, that may one day be unable to refinance its debt.

That Germany would pay the necessary price to prevent the situation from breaking up is no longer in doubt. But any country that benefited from German-led assistance would have to pay a heavy price, too, in strict controls on public spending and external surveillance of economic policy.

The question is how a rescue mission, such as Greece, whose debts have been cut in recent months, could be persuaded to swallow the medicine needed to keep it in the eurozone.

Social unrest and protectionism are the two major risks of the world economic crisis, Christine Lagarde, France's finance minister, said in January. Two days after more than 100 French demonstrators had staged western Europe's biggest public protests since the start of the credit crisis, demands in the UK for the restriction of public contracts to companies employing British workers only, and Spanish government appeals to the public to "buy Spanish", appear to underscore Ms Lagarde's point.

Important though these immediate challenges are, the long-term problems that will emerge from Europe once the recession is over are no less weighty. If financial capitalism of the now discredited variety survives, it will no longer make a large contribution to growth. Europe's prosperity will come from sources wholly different from those of the world leader – business innovation, labour productivity and education. But the mood in Europe is turning against economic liberalism and in favour of a more active role for the state. Today's summit may not address this, but the question for the future is whether the new mood will supply the dynamism, entrepreneurial will and luck necessary to keep Europe prosperous.

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Wider initiatives

Action is intended on energy and 'partners' to the east

Hardly have the unstable lands that separate Russia from the European Union's eastern frontier captured the attention of its leaders as much as in the past 18 months.

Russia's military defeat of Georgia in August ended in Moscow's de facto partition of the pro-western Caucasian state, an act viewed in Brussels as a sharp break with international conduct in post-cold war Europe. Five months later, a European Union-Ukraine dispute led to the start of Russian gas supplies delivered to the EU, producing severe difficulties in member states such as Bulgaria and Slovakia.

In response, EU leaders are expected to approve two initiatives at their summit today. The first aims to cut long-term dependence on Russian energy. The EU currently imports 30 per cent of its gas from Russia. By 2030 the gas figure is on course to have risen to 40 per cent, projections above

Under its new energy security strategy, the EU will aim to diversify sources of supply and transport routes, improve gas and electricity interconnections among its members and put a new emphasis on renewable energies, carbon capture and storage technologies and nuclear power.

"We have to address this urgently by taking measures to increase our energy efficiency and reduce our dependence on imports," says José Manuel Barroso, European Commission president. Governments and businesses in countries such as Germany and Italy have close energy ties with Russia and similar terms such as "blackmail" to describe Moscow's use of energy as a foreign policy tool. Nevertheless, there is a widespread recognition that the January crisis undermined Russia's reputation as a reliable supplier. Even in winter times, when east-west relations were much more

tense, Russia was a dependable partner, recalls Wolfgang Clement, a former German economy minister.

Second, through its eastern partnership initiative, the EU hopes to develop closer relations with Armenia, Georgia, Belarus, Moldova, Azerbaijan and Ukraine. Conceived by Poland and Sweden, partly to balance the French-inspired Union for the Mediterranean launched last year, the partnership has acquired extra significance due to the economic crisis gripping the post-Soviet states.

The aim is to stabilise the region and make it more prosperous by integrating its economies with the EU, removing visa requirements and encouraging its authorities to adopt EU rules and norms. The EU will also expect better co-operation in combating illegal migration and human trafficking. It is emphatically not an aid programme. Nevertheless, even supporters of the initiative detect

flaws. It is unclear, for example, whether EU countries and their partners will have the political will to overcome the forces of economic nationalism and protectionism that are evident on both sides.

Moreover, the eastern partnership offers no solid promise of eventual EU membership – something that may not bother Armenia or Belarus, which show little interest in joining, but is highly frustrating to Ukraine.

In Brussels, however, that frustration is misplaced. As Thomas Václavský of the Centre for European Reform, a think tank points out: "The EU is getting fed up with Ukraine in particular, because the leadership is so weak and divided." And because Ukraine has been at the heart of the eastern partnership, it was under more support among EU member states for the whole region.



