

SUNY GUIDE TO THE MODEL EUROPEAN UNION  
Sixth Edition



Laurie Buonanno, Kathleen Dowley, and Neill Nugent

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UNION**

**Sixth Edition  
(September 2011)**



**Laurie Buonanno, Kathleen Dowley and Neill Nugent (Editors)**

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## List of Abbreviations

AFSJ	Area of Freedom, Security and Justice (see JHA)
CAP	Common Agricultural Policy
CFSP	Common Foreign and Security Policy
CoR	Committee of the Regions
COREPER	Committee of Permanent Representatives
CSDP	Common Security and Defence Policy
DG	Directorate General
EC	European Community
ECB	European Central Bank
ECJ	European Court of Justice
Ecofin	Council of Economic and Finance Ministers
ECSC	European Coal and Steel Community
EDA	European Defence Agency
EEA	European Economic Area
EEC	European Economic Community
EESC	European Economic and Social Committee
EMU	Economic and Monetary Union
ENP	European Neighbourhood Policy
EP	European Parliament
ESDP	European Security and Defence Policy (now CSDP)
Europol	European Police Office
GNI	Gross National Income
IMF	International Monetary Fund
JHA	Justice and Home Affairs
MFF	Multiannual Financial Framework
NATO	North Atlantic Treaty Organization
NTB	Non-tariff barrier
OECD	Organization of Economic Co-operation and Development
OMC	Open Method of Coordination
OSCE	Organisation for Security and Cooperation in Europe
QMV	Qualified Majority Voting
SEA	Single European Act
SEM	Single European Market
SGP	Stability and Growth Pact
TEFU	Treaty on the Functioning of the European Union
TEC	Treaty establishing the European Community
TEU	Treaty on European Union
VAT	Value-added tax
WTO	World Trade Organization


# SUNY AND THE MODEL EUROPEAN UNION

The [SUNY Model European Union](#) (SUNYMEU) is a program sponsored by the Institute for European Union Studies at SUNY (IEUSS), the host campus, and the SUNYMEU Council. [IEUSS](#) is a unit of the [SUNY Office of Global Affairs](#).

A SUNY campus hosts SUNYMEU in either March or April of odd years, while a European partner campus hosts SUNYMEU in early January of even years.

SUNYMEU will take place **January 5-7, 2012** at the University of Exeter in the United Kingdom. Dr. Kathleen Dowley, Associate Professor of Political Science at SUNY New Paltz and IEUSS Director is the SUNYMEU 2012 Director. Please contact Professor Dowley directly at (845) 257-3558 or at [dowleyk@newpaltz.edu](mailto:dowleyk@newpaltz.edu) with any questions about fielding a delegation. Students and faculty advisors are also directed to the SUNYMEU website, located at [http://www.newpaltz.edu/polisci\\_intrela/meu.html](http://www.newpaltz.edu/polisci_intrela/meu.html) for registration forms and informational updates.



Students and faculty advisors are required to sign up for a group site on  where announcements will be posted. (Search under “SUNY Model European Union” to locate this group.)

## About the Model European Union

The Model European Union is an adaptation of the popular Model Union (MUN), but differs in its conception, organization, roles, and outcomes. The MUN is, by and large, a simulation for students of diplomacy and foreign affairs, while the Model EU (MEU) simulates some aspects of the institutional structures and decision-making processes of the European Union. Much of the complexity of the MEU stems from the fact that it is,

at a minimum, a rule-making governmental system. Most scholars, however, regard it as being more than this, though the terms they use to describe it vary. Some, for example, view it as a rather special type of international organization (IO). Some emphasize that it has state-like properties. And some suggest it is a quasi-federal system.

Most MEUs, of which SUNYMEU is one, simulate the six-month summit of the European Council that ends a member state’s EU presidency.

The SUNYMEU Press Corps reports on SUNYMEU through various media (e.g. newspapers and video) prior to and during the event. SUNYMEU 2011 media materials can be accessed at <http://sunymeus.wordpress.com/> and SUNYMEU 2010 at <http://www.thesunymeus.blogspot.com/>. The two websites contain the pre-simulation and daily newspaper (SUNYMEUS), photo galleries, commentary, and video, which should provide new participants with some flavor of the simulation.

## Using this Manual

Current and former directors of the MEU have written this manual to assist students and faculty advisors to prepare for SUNYMEU 2012, which is a simulation of the June 2012 European Council summit. The summit will be chaired by the European Council President, working in close cooperation with the Danish Presidency of the Council of Ministers. The final outcome of the simulation will take the form of

“Conclusions of the European Council,” which will consist of a document of approximately 10-15 pages. These Conclusions will be posted to the SUNYMEU website, located at the SUNY New Paltz Department of Political Science webpage, ([http://www.newpaltz.edu/polisci\\_intlrela/](http://www.newpaltz.edu/polisci_intlrela/)), to enable all participants to download and print to include in their dossiers and files.<sup>1</sup>

This manual is divided into two parts. Part I covers aspects of the European Union’s history, institutions, and treaties that are relevant to the conduct of SUNYMEU. Part II is written as a guideline to the European Council simulation, including the roles and meetings to be simulated. This part also includes tips for making the most of one’s participation, including chairing meetings and best practices in negotiation. The Appendices contain various useful documents, including the required template for submission of agenda items. We encourage students and faculty to print out a hard copy of this manual, but also to utilize the e-copy, which contains a dynamic table of contents, embedded links to tables and figures, and many hyperlinks to internet sources.

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<sup>1</sup> For examples of ‘real world’ European Council Conclusions, go to <http://www.european-council.europa.eu/council-meetings/conclusions.aspx?lang=en>. SUNYMEU 2011 Presidency Conclusions are reproduced in Appendix IV.

## PART I: BRIEF INTRODUCTION TO THE EUROPEAN UNION<sup>2</sup>

This section provides an overview of the European Union and is not intended as a substitute for the many excellent general texts. The following topics are considered: Member States, Treaties, Institutions, and EU Policies.

### EU Member States & the EU's Neighbors

There are 27 members of the European Union. The European Union was established as the European Economic Community (EEC) with the Treaty of Rome (1957). The six founding states were: Belgium, Netherlands, Luxembourg, France, Italy, and West Germany (now Germany). States that wish to be considered for EU membership must be European and satisfy the Copenhagen Criteria.<sup>3</sup>

Membership of the EU is preceded by lengthy accession negotiations. As noted in Table 1, there have been four 'enlargement rounds' in the European Community's/EU's history (the first, the Mediterranean, the EFTAs, and the 10 + 2<sup>4</sup>), which has resulted in states joining the EU in the following years:

**Table 1: Enlargement Rounds**

1973	Denmark, Ireland, the U.K.
1981	Greece
1986	Portugal and Spain
1995	Austria, Finland, and Sweden
2004	Poland, Czech Republic, Hungary, Slovakia, Lithuania, Latvia, Slovenia, Estonia, Cyprus, Malta
2007	Bulgaria and Romania

Membership in the European Union is formally recognized in **accession treaties**.

The EU has opened accession negotiations with Croatia, Iceland, and Turkey. Serbia, Montenegro, Bosnia-Herzegovina, Kosovo, Albania, and the Federal Republic of Macedonia are working toward this goal and are covered by the Stabilisation and Association Process.

Three other European countries—Norway, Iceland and Switzerland—are not EU members, although they clearly qualify for membership. Iceland is currently involved in accession negotiations.

Most EU member states are linked to some neighboring European states by what is known as the **Schengen Convention**, which provides for passport-free travel between signatory states. Not all EU members have agreed to take part in the Schengen Agreement, but only certain countries that belonged to the EU prior to 2004 have the right to "opt-out" of Schengen. (Similar arrangements apply in respect of the adoption of the Euro, a subject to be covered under "policies.") The U.K. and Ireland, although not members of the passport-free zone, participate in some of the judicial and police aspects of the Schengen area. Three non-EU states are permitted to participate in the Schengen area—namely, Iceland, Norway, and Switzerland.

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<sup>2</sup> The principal sources for this section are Nugent, Neill. 2010. *Government and Politics of the European Union*. Seventh Edition. (Palgrave Macmillan) and Buonanno, Laurie and Neill Nugent (forthcoming), *Policies and Policy Processes of the European Union* (Basingstoke: Palgrave Macmillan).

<sup>3</sup> Applicants must: have market economies; have democracies maintaining the highest standards for civil rights and civil liberties; be capable of applying EU laws and policies (the *acquis*).

<sup>4</sup> "10" refers to the 10 Central and European countries (CEECs) that joined in 2004 & 2007 and "2" to Cyprus and Malta which joined in 2004.

Bulgaria and Romania have not yet implemented Schengen, but are expected to do so once they have modernized border policing. (See Figure 1: Schengen Members.)

**Figure 1: Schengen Members**

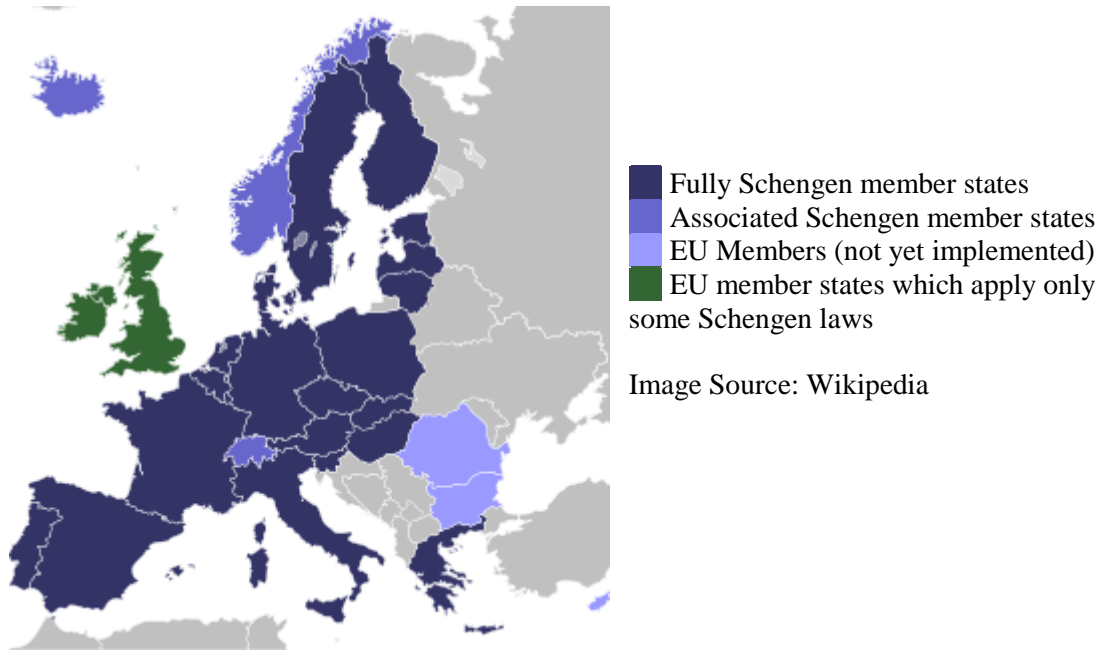


Image Source: Wikipedia

Countries neighboring the EU but not qualifying for membership are covered under a number of multilateral agreements: principally, the Union for the Mediterranean (UfM), European Neighbourhood Policy (ENP), and the Eastern Partnership. These agreements are summarized in Table 2: EU Multilateral Agreements with Neighbors.

**Table 2: EU Multilateral Agreements with Neighbors**

COUNTRY/ GROUP	TITLE OF AGREEMENT	NATURE OF AGREEMENT
Russia	Co-operation and Partnership Agreement (1994), new EU-Russia agreement under negotiation (since 2008)	Bilateral
Countries bordering the Black Sea	Black Sea Synergy	Multilateral
Central Asia, Eastern Europe	Eastern Partnership (2008)	Multilateral
Central Asia, Middle East, North Africa	European Neighbourhood Policy (2004)	Bilateral with each partner country
Middle East, North Africa	Union for the Mediterranean (2008)	Multilateral
Norway, Iceland, Russia	Northern Dimension (1999) (Focuses on northwest Russia, Kaliningrad, the Baltic and the Barents Seas, the Arctic and Sub-Arctic areas)	Multilateral

Sources: (European Commission-DG Relex, 2009; Mitchener, 1992)

## EU Treaties

The EU is governed by treaties (rather than a constitution). On average, a new treaty is negotiated every four or five years. The treaties are not stand-alone treaties but rather are reforming treaties that amend and build on the existing treaties. The latest reforming treaty is the Lisbon Treaty which came into effect in December 2009.

Since the founding treaties of the 1950s, later treaties have thus consisted primarily of making amendments and additions to earlier treaties. Inevitably, as new treaty articles have been created and old treaty articles have been removed, the treaty system has become unwieldy, and virtually incomprehensible to the layperson. The key thing to know is that there are **two main treaties: The Treaty on European Union** and **The Treaty on the Functioning of the European Union**. Together, the TEU and the TFEU form the legal basis for governance in the European Union. The TEU contains 55 articles and the TFEU 358.<sup>5</sup> The broad distinction between the two treaties is that:

- the **TEU** establishes the broad principles and operating structures of the European Union. The EU takes the form of a quasi-federal political system (though not a quasi-federal state).
- The **TFEU** deals mainly with the policies of the EU and with the details of how policies are made

## Integration Typology

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<sup>5</sup> Consolidated versions of the two treaties are available at:  
<http://eur-lex.europa.eu/JOHtml.do?uri=OJ:C:2010:083:SOM:EN:HTML>

The Hungarian economist, Bela Balassa (1962), was one of the earliest students of European integration. He wrote that the EU would need to pass through a number of stages before achieving the goal of political union that its founders (including Monnet, Adenauer, Schumann, DeGasperi) had envisaged. (See Table 3.) While Balassa laid out his theory in the early years of European integration, it continues to serve as a useful model for examining policy integration and the evolution of European institutions.

**Table 3: Balassa's Theoretical Evolution of Political and Economic Integration**

Integration Type	Removal of Internal Tariffs	Common External Tariff	Free Flow of Capital & Labor	Harmonization of Social & Economic Policy	Single Common Currency	Political Integration
Free Trade Area	X					
Customs Union	X	X				
Common Market	X	X	X			
Economic Union	X	X	X	X		
Economic Federalism	X	X	X	X	X	
Political Union	X	X	X	X	X	X

## *Free Trade Area*

A free trade area removes tariffs on goods among member countries. Current examples include the North American Free Trade Agreement (NAFTA) and the Free Trade Area of the Americas (in the making). The six founding member states of the EEC agreed to a free trade area, but within the framework of a more integrative economic area – a customs union. However, the internal free trade aspect of the customs union has always been problematical, partly because of non-tariff barriers to free trade and partly because services have replaced manufactured goods as the major sector in which Europeans are employed. Should services—which must be delivered by people—be considered in the same category as "trade in goods"?

## *Customs Union*

In addition to removing internal tariffs, member states surround themselves with a tariff wall. In other words, a U.S. exporter faces the same tariff whether exporting an automobile part to the Czech Republic or the United Kingdom. Tariffs are set by a common authority, in this case, in Brussels. The EEC had largely completed its customs union by 1968, well within the guidelines established in the Treaty of Rome. Customs are collected by the member state, an administrative fee collected, and the balance remitted to Brussels.

## *Common Market*

A common market extends free movement to capital and labor. The EU no longer uses the term "common market." Today, most frequently the term "**single market**" is used, although earlier terms—"Single European Market" (SEM) and "internal market" are still widely used. The single market can be said to have accomplished the EU's goals of the *Four Freedoms*: freedom of movement of goods, services, people, and capital. The extent to which the EU has satisfied adequately the criteria for a common market is debatable. Is Europe's trade in goods and services and its movement of people and capital as free of restrictions as that of federal systems such as the United States or Canada? Do barriers to trade and the circulation of people and capital continue to impede European (economic) integration?

## *Economic Union*

Integration deepens substantially in economic union because the member states agree to harmonize their economic and social policies such as regional, environmental, and competitiveness. Nevertheless, most social policies remain under the jurisdiction of national governments. While EuroZone monetary policy is harmonized and the Stability and Growth Pact (SGP) constrains fiscal maneuverability, the EU lacks the central fiscal authority of a modern state. For instance (and this is a big "for instance"), the EU does not have the power over direct taxes (personal, corporate) and has no direct power of member states' citizens.

## *Economic Federalism*

Oddly enough, the 17 members of the Eurozone<sup>6</sup> have accomplished this stage while not fully-completing the previous stages. Some observers would argue that by skipping "Economic Union," the EuroZone

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<sup>6</sup> Interactive map of the Euro area, 1999-2011: <http://www.ecb.int/euro/intro/html/map.en.html>

members have set themselves up for fiscal difficulties. The current financial crisis is the first major test for the Eurozone and its governing body, the European Central Bank in Frankfurt, Germany.

### *Political Union*

Political Union is quite simply a "United States of Europe." Whilst no one suggests that the EU is a *federal state*, there is extensive debate amongst academics over the extent to which it displays characteristics of a federal *political system*. Most commentators suggest that to be *really* federal, the EU needs such things as a common immigration policy, a European army, a much larger EU-level budget, and a European Constitution.

## **EU Institutions**

### **Introduction**

The EU is constituted quite differently than sovereign nation-states. In democratic nation-states one thinks in terms of government branches—legislative, executive, judicial. So, for instance, in the U.S. there is a legislature (Congress), an executive (the president and the executive agencies), and an independent federal judiciary. Because the U.S. is a federal system, this configuration is repeated in the 50 states. Similarly, in the United Kingdom there is a legislature (House of Commons and House of Lords), an executive (prime minister and cabinet), and an independent judiciary. While certainly there are differences between these two democracies – with, for example, the UK being a parliamentary system (the parliament elects the prime minister and he/she is himself/herself an MP) and the U.S. being a presidential system (where the president is elected by the people)<sup>7</sup> – the two systems appear very much alike in comparison to governance in the European Union. Table 7: EU Institutions contains a list of all EU institutions and a summary of their roles and responsibilities.

### **Commission<sup>8</sup>**

The Commissioners form, in effect, the board of managers of the European Union. They are supposed to provide the motor force to drive the EU toward ever-closer union by taking policy initiatives and supervising policy implementation. According to TEU Article 17 (3) Commissioners “shall be chosen on the grounds of their general competence and European commitment from persons whose independence is

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<sup>7</sup> To be precise, in the U.S. system the president is indirectly-elected. The popular vote is cast for a presidential candidate represented by electors pledged to him/her. The winning slate of electors cast their votes in the electoral college. The electoral college is not a college at all, of course, but 50 slates voting in December of the election year in their respective state capitals. The votes are then sent to Washington, D.C. where they are opened in a joint session of Congress, with the winner announced by the sitting vice-president (who is also president of the U.S. Senate).

<sup>8</sup> The Commission maintains excellent web pages, which are an important source for any student of the EU. Start at homepage: [http://ec.europa.eu/index\\_en.htm](http://ec.europa.eu/index_en.htm)

beyond doubt. They should “neither seek nor take instructions from any Government or other institution, body, office or entity.” Most Commissioners have been active in the politics of their countries, some very prominently so. Although the [President of the Commission](#) is one of 27 in a collegial body (its name is the [College of Commissioners](#)), he is more than *primus inter pares*. Depending upon the personality and skills of the occupant, this can be a very powerful position.

Policy areas are divided into Directorates General (DGs), which are headed by a Commissioner, who is a member of the College of Commissioners.

There is no comparable institution to the European Commission in American politics, but a governmental institution organized along the lines of the European Commission is more familiar to European states. This is because the separation of powers has never had the full range that we see in the United States. European governments, organized as parliamentary systems, are responsible for writing legislation, which then present this legislation to parliament. Unlike the American system, the Prime Minister and Cabinet Members are simultaneously members of parliament. This is expressly PROHIBITED in the U.S. The framers of the U.S. Constitution purposely constructed a system that would ensure independent branches. Europeans, however, have thought that this is a recipe for incendiary politics, hardly conducive to the orderly conduct of business. Americans, on the other hand, argued that the separation of powers would check the government. It is not surprising, then, that the EU invests the Commission with writing legislation; in fact, the Commission has the power of sole initiation in virtually all EU policy areas apart from foreign and defense policy.

# Council of the European Union

(commonly referred to just as the Council)

## *Ministers*

Members of the Council represent their national governments in making the main decisions for the European Union. The Council meets in ten configurations, with ministers from each of the 27 member states represented on each of the councils, below.<sup>9</sup>:

General Affairs<sup>10</sup>

Foreign Affairs

Economic and Financial Affairs (Ecofin)

Justice and Home Affairs

Employment, Social Policy, Health and Consumer Affairs

Competitiveness (Internal Market, Industry, Research)

Transport, Telecommunications and Energy

Agriculture and Fisheries

Environment

Education, Youth and Culture

## *Council Presidency*

The Council Presidency rotates between states on a six-monthly basis (See Table 4: Council Presidency Rotation 2010-2014.) **DENMARK HOLDS THE PRESIDENCY DURING SUNYMEU 2012.** The Presidency chairs all Council meetings except meetings of the Foreign Affairs Council which are chaired by the “High Representative of the Union for Foreign Affairs and Security Policy” (discussed in detail, below). The Council Presidency is a key device for organizing and carrying out the work of the Council over the six-month period. While member states bring one or two priorities that they hope will leave a positive legacy—“during the Swedish Presidency the EU achieved....,”—real world (unexpected) events can sometimes derail proposed plans. Nevertheless, Council Presidencies do work from 18-month programmes developed as “trios”: every 18 months, the three Presidencies due to hold office prepare, in close cooperation with the Commission, and after appropriate consultations, a draft programme of Council activities for that period.<sup>11</sup>

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<sup>9</sup> See <http://www.consilium.europa.eu/showPage.aspx?id=427&lang=en> for links to each configuration. While the Council sits in ten different configurations, its decisions are made in the name of “the Council.” The Council’s seat is in Brussels with some meetings taking place in Luxembourg.

<sup>10</sup> The General Affairs Council deals with policies that cut across several policy areas such as enlargement and preparation of the EU’s Multiannual Financial Framework (MFF). The GAC also coordinates the preparation and follow-up of European Council meetings. Its members can be foreign ministers, permanent representatives, European Affairs ministers—the choice of representative depends upon the policy area under consideration and the judgment of the member state.

<sup>11</sup> The trio procedure has been in place since September 2006 and gained treaty status in the Lisbon Treaty. The website of the Poland, Denmark and Cyprus trio is available at:

**Table 4: Council Presidency Rotation 2010-2014**

**COUNCIL PRESIDENCY (ROTATION)**

<b>COUNTRY</b>	<b>TERM</b>	<b>YEAR</b>
Spain	January-June	2010
Belgium	July-December	2010
Hungary	January-June	2011
<a href="#">Poland</a>	July-December	2011
Denmark <b>SUNYMEU 2012</b>	January-June	2012
Cyprus	July-December	2012
Ireland	January-June	2013
Lithuania	July-December	2013
Greece	January-June	2014
Italy	July-December	2014

*Council Secretariat*

The Council Secretariat is headed by the Secretary-General. The Secretary-General is assisted by the Deputy Secretary-General. The Council Secretariat services the Council and assists the Council presidency.

The Council Secretariat prepares draft agendas, keeps records, provides legal advice, processes and circulates decisions and documentation, and monitors policy developments to provide continuity and coordination in Council proceedings

*COREPER*

Each member state has a national delegation in Brussels, called a permanent representation, which is best thought of as an embassy to the European Union. Each permanent representation is headed by a senior diplomat, known as the permanent representative. The Committee of Permanent Representatives (COREPER) is a key EU body. According to the TFEU, COREPER is “responsible for preparing the work of the Council and for carrying out the tasks assigned to it by the Council.”

The ministers come and go from their nation's capital to Brussels and Luxembourg, while the permanent representatives remain in Brussels to carry out the day-to-day activities of the Council. The work of these permanent delegations is divided into COREPER 1 and COREPER 2.

COREPER 1, headed by the deputy permanent representatives, deals mainly with routine business, while COREPER 2 deals with more high-profile matters and works for the two most prominent Councils: General Affairs, Foreign Affairs, and Ecofin. Reflecting its importance, COREPER 2, is composed of the permanent representatives.

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[http://pl2011.eu/en/polish denmark cyprus trio](http://pl2011.eu/en/polish_denmark_cyprus_trio). The Poland Presidency Programme is available at: [http://pl2011.eu/sites/default/files/users/shared/o\\_prezydencja/programme\\_of\\_the\\_polish\\_presidency\\_of\\_the\\_council\\_of\\_the\\_eu.pdf](http://pl2011.eu/sites/default/files/users/shared/o_prezydencja/programme_of_the_polish_presidency_of_the_council_of_the_eu.pdf). Participants will need to download the Danish Presidency Program, which was not yet available when this edition of the Blue Book was published.

Council committees and working groups prepare the work needed by COREPER in order to advise the Council.

### *Council Voting*

The Council utilizes three different types of voting procedures. It should be kept in mind that most Council decisions are taken through consensus rather than actual voting. Nevertheless, the existence of these voting rules very much condition member state bargaining in Council.

#### Unanimity

Where legislation is being made, Council decisions can usually be taken by qualified majority vote (QMV), except in some very sensitive policy areas such as taxation and social welfare.

But, where legislation is not being made, for instance in foreign and defense policy decisions, unanimity is usually required for a decision to be taken. **Unanimity is required in virtually all policy recommendations to the European Council. Thus, unanimity is required in SUNYMEU because all Council deliberations will be transmitted to the European Council as policy recommendations.**

#### Qualified Majority Voting (QMV)

Qualified majority voting is possible in respect of most, though certainly not all, legislative decision-making in the Council. It can also be used for some policy implementing decisions under the CFSP/CSDP. Table 5: Qualified Majority Voting Thresholds in the Council lists the voting requirements under QMV

Table 5: Qualified Majority Voting Thresholds in the Council

<b>Qualified Majority Voting Thresholds in the Council</b>	
Votes Available	345
Votes Required	255
Per Cent	73.9
On a Commission Proposal	Absolute majority (Member States)
No Commission Proposal	2/3 majority (Member States)
Verification	62% of EU population

A minimum of 255 votes is required to reach a qualified majority. In addition, a majority of member states (in some cases two thirds) must approve the decision, and any member state can ask for confirmation that the votes cast in favor represent at least 62% of the EU's total population.

Table 6: Representation and Voting, Column 2, lists the number of votes allotted to each Member State. This system will continue until 2014, after which this triple majority formula will be replaced by a double majority system.

**Table 6: Representation and Voting**

<b>Member State</b>	<b>Council Votes (qmv)</b>	<b>Seats in the EP</b>	<b>Commission</b>	<b>EESC &amp; CoR</b>	<b>Population (in millions)</b>
Germany	29	99	1	24	82.03
France	29	72	1	24	58.97
Italy	29	72	1	24	57.61
UK	29	72	1	24	59.71
Spain	27	50	1	21	39.40
Netherlands	13	25	1	12	15.76
Greece	12	22	1	12	10.53
Belgium	12	22	1	12	10.71
Portugal	12	22	1	12	9.98
Sweden	10	18	1	12	8.85
Austria	10	17	1	12	8.08
Denmark	7	13	1	9	5.31
Finland	7	13	1	9	5.16
Ireland	7	12	1	9	3.74
Luxembourg	4	6	1	6	0.43
Poland	27	50	1	21	38.67
Romania	14	33	1	15	22.5
Czech Republic	12	20	1	12	10.29
Bulgaria	10	17	1	12	8.2
Hungary	12	20	1	12	10.09
Slovakia	7	13	1	9	5.39
Lithuania	7	12	1	9	3.70
Latvia	4	8	1	7	2.44
Slovenia	4	7	1	7	1.98
Estonia	4	6	1	7	1.45
Cyprus	4	6	1	6	0.75
Malta	3	5	1	5	0.38
<b>Total EU-27</b>	<b>345</b>	<b>732</b>	<b>27</b>	<b>344</b>	<b>486.5</b>

### Simple Majority Voting

Simple majority voting is used mainly for procedural purposes...and for anti-dumping and anti-subsidy tariffs within the context of the Common Commercial Policy.

## **European Council**

The European Council is a (normally) two-day gathering of “the big shots” of the European Union, i.e. the Heads of State or Government of the 27 Member States. (The term “Heads of State *or* Government” is used because in semi-presidential systems, e.g. Cyprus, France, Poland, and Romania, the Head of State is also the Head of Government.)

Under the Lisbon Treaty, only Heads of State or Government, the European Council President, and the Commission President are European Council members, although the latter cannot vote. The European Council thus has a membership of 29. The 29 may be accompanied to formal summit sessions by one minister – without Foreign Ministers being prioritized. The High Representative also attends for external affairs agenda items. Virtually all European Council decisions can only be taken by unanimous agreement of the member states. (The European Council President and the President of the Commission do not have a vote, and nor does the High Representative.)

Beyond these people, the only others who are permitted into meetings are a few Council Secretariat and Commission officials, who undertake advisory and administrative tasks

The European Council is required by treaty to meet at least four times per year.

The European Council used to be chaired by the Member State holding the six-month Council Presidency but, under the Lisbon Treaty, it is now chaired by the new European Council President. The President is elected by the European Council for a 2½ year term. Whilst occupying the position, the President cannot hold a national office. The first and present occupant of the post is Herman Van Rompuy, who was the Belgian Prime Minister at the time of his appointment as European Council President.

European Council meetings are usually focused on between eight and ten agenda items, with discussions and negotiations being directed to getting agreed statements on these items. Everything that is agreed is included in a final document that is formally called “Conclusions of the European Council meeting of....”

These Conclusions usually provide broad policy outlines, with details and arrangements for their implementation being left to the Council (of Ministers) and the European Commission. The contents of the Conclusions are extremely important, with few major policy matters of concern to the EU not requiring to be at least passed through the European Council. In some policy areas, such as enlargement and treaty reform, the European Council takes final decisions. In many other policy areas – from the identification of major foreign policy goals to considering which Member States should be permitted to join the euro system – the European Council sets out policy statements that act as guidelines other EU institutions must then follow.

There is no doubt that the European Council has been vital in shepherding the European integration process. But it has been at its best when it has focused on big picture issues than when it has sought, or has been obliged, as has been occasionally the case, to become involved in policy details. The spotlight is too intense when the European Council meets: negotiations on the intricacies of policy are best left to the closed door meetings of the Council and the Commission where the different interests can negotiate without fear of initial positions leaking to the press and creating uproar among opponents in their respective Member States.

## European Parliament

The Members of the European Parliament (MEPs) are the only EU representatives who are elected directly by the EU polity through universal suffrage. EP elections are, mainly, contests between national rather than European-wide political parties.<sup>12</sup> In the EP, most MEPs decide their policy positions on a partisan more than a national basis. The EP began as a strictly advisory body but, by treaty revisions and practice, it has become substantially involved in policy making. Although it still has little influence in some highly sensitive areas – including foreign affairs and taxation – it is now a co-decision maker with the Council in respect of most EU legislation.

The EP does not directly feature in SUNYMEU.

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<sup>12</sup> See

<http://www.europarl.europa.eu/parliament/public/staticDisplay.do?id=45&pageRank=4&language=en> for information about EP Political Groups. EP elections are held in June every five years. This link shows the number/percentage of seats held by the various party groups. The conservatives and socialists, together, form the overwhelming majority:  
<http://www.europarl.europa.eu/members/expert/groupAndCountry.do?language=EN>

Table 7: EU Institutions

<b>Institution</b>	<b>Number of Members</b>	<b>Who are they?</b>	<b>Role</b>
European Commission	27 (one per Member State)	One per member state	Several duties, including drafting legislation and overseeing policy implementation
Council (of Ministers)	27 (but with member states having different voting strengths)	At the most senior level that are national ministers	Final decision-maker (increasingly with the EP) of most policies
European Parliament	736	Direct election (MEPs elected by country allotment)	Consultative & legislative powers depending upon "pillar"
European Council	29	Heads of government, + the President of the Commission	Sets agenda/priorities
European Court of Justice	27 (one appointee per Member State)	One appointee per member state	Interprets the laws and treaties
Economic and Social Committee	344	Interest groups	Consultative
Committee of the Regions	344	Reps of local and regional governments	Consultative
Court of Auditors	27 (one per member state)	One per member state	Examine EU revenues and expenses
European Ombudsman	1	Elected by European Parliament	Uncovers "maladministration"
Community Agencies (23)		See <a href="http://europa.eu/agencies/community_agencies/index_en.htm">http://europa.eu/agencies/community_agencies/index_en.htm</a> for list and links.	Specialized policy areas such as food safety, environment, fisheries, energy regulators
Executive Agencies (6)			Manage EU programs
Security Agencies (6)			Defense, police & judicial cooperation
Financial Bodies (2)			European Central Bank European Investment Bank

## Decision-making Procedures and Terms<sup>13</sup>

There are numerous procedures for the development and promulgation of EU policies and laws. In very broad terms, they can be dichotomized into two main forms: supranational (EU institutions are prominent and member states do not have a veto) and intergovernmental (member states determine the outcome and decisions are taken by unanimity). Given that the powers of the various political actors – notably the governments of the member states and the EU institutions – vary enormously according to the policy and decision-making procedure that is used, the factors that determine the use of particular procedures are clearly very important.

The single most important factor is treaty provision. That is to say, for most forms of policy and decision-making, the treaties stipulate what type of procedure must be used. So, for example, if an EU law concerning an aspect of market regulation is being proposed, then decisions are made using the *ordinary procedure*.

**For the European Council, Article 15 TEU states: “Except where the Treaties provide otherwise, decisions of the European Council shall be decided by consensus.”**

The Treaties do so provide otherwise only in a very few cases. **THIS MEANS THAT FOR THE PURPOSES OF SUNYMEU ALL EUROPEAN COUNCIL DECISIONS MUST BE TAKEN BY UNANIMITY.**

So, formally all Member States have a veto on European Council decisions. However, it must be emphasized that such vetoes are rarely exercised, because:

- Member States usually want decisions to be made on agenda items.
- The working culture of European Council meetings is that all efforts will be made to find compromise solutions when differences exist.
- It is not usually in the interests of a Member State to exercise a veto, because it will not want an agenda item it supports to be vetoed by another Member State on a future occasion.

## EU Policies

Having provided a brief overview of EU membership, treaties, and institutions, this section is written as an introduction to what the EU actually *does*—its policies. Table 8: Policy Portfolio contains a summary of EU activities in relationship to its Member States.

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<sup>13</sup> See Nugent (2010), Part IV.

**Table 8: Policy Portfolio**

<b>Extensive EU involvement</b>	<b>Considerable EU involvement</b>	<b>Policy responsibilities shared between the EU and the member states</b>	<b>Limited EU policy involvement</b>	<b>Virtually no EU policy involvement</b>
★ External trade	★ Market regulation	★ Regional/Cohesion	★ Health	★ Housing
★ Agriculture	★ Competition	★ Industry	★ Education	★ Domestic crime
★ Fishing		★ Foreign	★ Defence	
★ Monetary (for euro members )		★ Environment	★ Social welfare	
		★ Equal opportunities		
		★ Working conditions		
		★ Consumer protection		
		★ Movement across external borders		
		★ Macroeconomic (especially for Euro members)		
		★ Energy		
		★ Transport		
		★ Cross-border crime		
		★ Civil Liberties (especially via the Charter of Fundamental Rights)		

Source: (Nugent, 2010, p. 283)

A central feature of the expanding nature of the policy portfolio is that it has increasingly moved beyond its early focus on direct market issues. In the years immediately after the EEC Treaty came into operation in 1958 the main tasks were seen, as the EEC Treaty obliged them to be, the creation of a common market in goods – which was achieved in 1968 when most internal tariffs and quota restrictions had been removed and a common external tariff had been established – and the construction of the CAP. But once these early policy priorities had been attended to, decision-makers began to widen their policy horizons. It is process of widening horizons that continues to the present day. Some of this widening has taken the form of identifying direct market-related policies that have needed to be developed to improve market performance. Since the late 1960s this has resulted in much attention being given to the removal of non-tariff barriers to internal trade, since the early 1980s it has resulted in extensive policy activity directed at opening up the free movement of capital, services and labor and also the outlawing of anti-competitive practices, and since the early 2000s it has resulted in Lisbon Process (now called “Europe 2020”) policies which are designed in particular to encourage the growth of information-age industries. Some of the widening has taken the form of developing policies that, though certainly market-related, are less concerned with creating market efficiency *per se* and more concerned with managing undesirable market consequences and problems that the market is not seen as being able to handle satisfactorily. Examples of such policies include environmental policy, which first began to appear on the EC’s policy agenda in the early 1970s, social policies, which were given a boost from the late 1980s by an increasing acceptance that the internal market should have ‘a social dimension’, and energy policy, which has received increased attention in the 2000s, in no small part because of concerns over supply problems. Some of the widening has taken the form of

policy being developed in non-market policy areas that formerly were regarded as being national preserves. Until the late 1990s policy development in these areas – which consist essentially of foreign and security policy on the one hand and justice and home affairs policy on the other – was very slow because of the sensitivities involved, but since then the development has been both rapid and considerable.

The former UK Prime Minister, Margaret Thatcher, was broadly correct when she compared EU policy development to being like a ratchet: once a notch is turned on the ratchet it is all but impossible to turn it back. And over the years there have been many such turns of the ratchet. But the turns have not occurred at a uniform pace. Rather the pace of EU policy development has varied, both as regards general policy development and developments in particular policy areas.

As regards general policy development, the 1960s saw the rapid creation of the customs union and the CAP, but the next fifteen years or so, although certainly not – as is sometimes suggested – completely stagnant in policy development terms, witnessed a slow-down as the Luxembourg Compromise (the 1966 agreement between the member states that resulted in all major decision-making having to be based, in effect, on unanimous decision-making) took its toll. The launch of the Single European Market (SEM) programme in the mid-1980s then led to a flood of policy activity, much of it as part of the programme itself but some of it a consequence of programme overspill into related policy areas – as with the attention given to the so-called social dimension and as also with the movement towards EMU. Since the completion of the SEM program in 1992, general policy advancement has continued, though in a less frenetic manner. This has partly been because as the easier negative integration has increasingly been achieved, what has remained has been located in the most difficult and sensitive of policy areas. It has been partly also because of the emphasis that has been given since the early 1990s to the principle of subsidiarity. In essence, subsidiarity means that policy actions should be taken at the level that is closest to the citizens as possible. So, the EU should not be engaging in policy activity unless it can be demonstrated that the objectives of the proposed activity cannot be sufficiently achieved at national levels. The subsidiarity principle is given bite by an obligation on the Commission to justify new policy proposals in terms of subsidiarity and by the application of the principle being subject to judicial proceedings. Unquestionably, the EU policy portfolio has never ceased developing in an ever-expanding direction. A key question thus arising is whether it will continue doing so. The underdeveloped and only partially-developed nature of many policy areas certainly indicates that there is no shortage of areas where further policy development could occur. Moreover, the strong pressures from some policy actors for the further development of EU policies—in such policy areas as macroeconomic coordination, JHA/AFSJ, and CFSP/CSDP—suggest that in some areas it will occur, albeit in some cases on a differentiated basis. But, such development is likely mainly to take the form of incremental advances and to be confined to policy areas where a significant EU presence has already been established.

## **Eurozone**

Seventeen EU Member States use the euro as their currency. The member states that are participating in the single currency (euro) are Belgium, Estonia, Germany, Greece, Spain, France, Ireland, Italy, Luxembourg, the Netherlands, Austria, Portugal, Slovakia, Slovenia, Finland, Cyprus and Malta. The non-participants are Bulgaria, Czech Republic, Denmark, Estonia, Latvia, Lithuania, Hungary, Poland, Romania, Sweden and the United Kingdom. (See <http://www.ecb.int/euro/intro/html/map.en.html> for an interactive map of the Eurozone.) Countries that joined the EU in 2004 or later must, by the terms of their accession treaties, eventually adopt the euro. Some wish to adopt sooner, rather than later. The Ecofin and the European Commission make recommendations as to the preparedness of Member States to join the

Eurozone. Denmark, the UK and Sweden Kingdom have chosen not to adopt the euro, even though all three meet the accession criteria. Denmark and the UK are given formal opt-outs under the TEU.<sup>14</sup>

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<sup>14</sup> Technically, Sweden did not qualify for an opt-out because the TEU was adopted prior to Sweden's accession. Nevertheless, Sweden obtained a derogation from this obligation. See <http://www.ecb.int/euro/intro/html/map.en.html> for an interactive map of the eurozone.

## Financing the EU<sup>15</sup>

The European Commission is responsible for proposing the EU budget. While a new budget is agreed each year, the overall framework of revenues and expenses is laid out in Multiannual Financial Frameworks (MFFs) in which the EU institutions responsible for the budget (Council and the European Parliament) agree to seven-year budget programmes, which are then altered only slightly in each year of the MFF. This system has worked well in achieving its principal goal of containing institution-crippling disputes to once every few years rather than with each annual budgetary cycle. It has also become a useful as an exercise in which stakeholders and law makers debate the future of the EU in the run-up to the next MFF. The EU is currently operating under the 2007-2013 MFF with a total expected expenditure of €864.3 billion during this period.

(See

Figure 2: EU Budget Expenditures for a breakdown.)

SUNYMEU participants should pay close attention to the positions staked out by Member States as the European Commission enters into consultations and Member States and the EP beings to stake out positions for the 2014-2020 MFF.<sup>16</sup> SUNYMEU participants should read the European Commission's budget review (published October 2010).<sup>17</sup>

**The EU's budget is, in relative terms, very modest in size – accounting for only one per cent of EU and less than three per cent of total public expenditure in the EU. But notwithstanding this relative modesty, the nature of the budget's revenues and expenditures and the behavior of the budget's makers reveal much about the EU's policy priorities and policy-making processes. For behind each source are tugs-of-war between integrationists and intergovernmentalists and between 'getters' and 'spenders'. And beneath each expenditure item lie an array of – often sharply clashing – policy and images of the EU's purpose. Budget expenditures are dominated by two policies, with both in region of 40 percent: the Common Agricultural Policy (income support for farmers and for rural development) and cohesion policy (regional and social policy activities of a redistributive nature). 2007-13 MFF uses the following headings: sustainable growth; preservation and management of resources; citizenship, freedom; security and justice; the EU as a global player; administration; and compensations.**

Figure 2: EU Budget Expenditures shows the percentage accounted by each expenditure category.

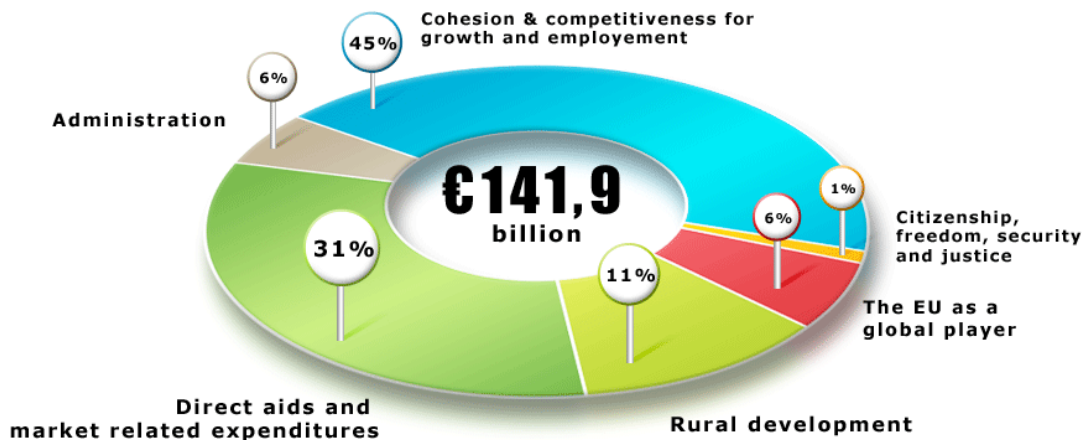
### Figure 2: EU Budget Expenditures

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<sup>15</sup> This section is based on L. Buonanno and N. Nugent. *Policies and Policy Processes of the European Union*. Chapter 14-The Budget. Basingstoke: Palgrave Macmillan (forthcoming).

<sup>16</sup> For an excellent guide to the current budget process, see [http://ec.europa.eu/budget/reform/index\\_en.htm](http://ec.europa.eu/budget/reform/index_en.htm).

<sup>17</sup> The European Commission budget review was published October 2010. It is available at: [http://ec.europa.eu/budget/reform/library/communication/com\\_2010\\_700\\_en.pdf](http://ec.europa.eu/budget/reform/library/communication/com_2010_700_en.pdf).



Source: [http://ec.europa.eu/budget/figures/2011/2011\\_en.cfm](http://ec.europa.eu/budget/figures/2011/2011_en.cfm)

The EU derives its revenue from five sources: tariffs on goods imported from non-member countries (common customs tariffs), agricultural levies, a VAT component, a Gross National Income (GNI)-based source, and a catch-all miscellaneous category. In 2011 76% of the revenue of the EU budget was derived from the GNI-based resource, 12% from customs duties and sugar levies and 11% from the VAT based resource. The remaining 1% miscellaneous category was collected from taxes paid by EU staff and from other sources such as fines on companies that breach competition or other laws and unspent amounts from previous years. The GNI resource takes the form of ‘contributions’ to the budget from all member states based on their size and wealth. So, it is based on ability to pay: the assessment rate for the 2007-2013 MFF is 0.73 per cent of each member state’s GNI. The resource was conceived of as a ‘top-up’ to bridge the gap between budgetary expenditure and income, and in effect is still treated as a budgetary balancing mechanism because budgetary expenditures are financed by traditional own resources, by the VAT resource, and with the GNI resource making up the shortfall. But though the resource’s original purpose may still be said to be in operation today, the relative importance of the resource has been totally transformed. For, as EU expenditure has grown and the revenue from the other budgetary resources has declined, then so has the relative importance of the GNI resource greatly increased. When introduced in 1988 it constituted just over 10 per cent of total revenues but now it has far outstripped the other revenue sources. In 2011 it constituted 76 per cent of total budgetary revenue. Naturally, the larger and richer member states are the main contributors: hence, in 2011 Germany, with the highest GNI, paid € 21.2 billion, whilst Malta paid €54.9 million.

### *The debate on revenue sources*

As has been implied in the above account of revenue sources, the existing system is unsatisfactory in several respects. Amongst its defects are its complexity, its lack of transparency, and its appearance of not being an own resources system at all but rather a system based on national contributions. This latter defect has been seen by many as being especially problematical because of its highlighting of the lack of financial independence of the EU and its encouragement of a *juste retour* attitude amongst national governments in budgetary negotiations. As the Commission stated in its mid-term review of the 2007-13 MFF: ‘Budget negotiations have recently been heavily influenced by Member States’ focus on the notion of net positions with the consequence of favouring instruments with geographically pre-allocated financial envelopes, rather than those with the greatest added-value’ (European Commission, 2010, p. 25).

As a result of these perceived weaknesses, many proposals have been made over the years for a fundamental revision of the revenue raising system. Most of the proposals have focused on eliminating, or at least reducing, the GNI revenue source and replacing it with an EU tax or charge of some sort. So, for

example, in its mid-term review the Commission identified the following as being amongst the possibilities: a financial sector tax; revenues from auctioning under the greenhouse gas Emissions Trading System; a charge related to air transport; a revised VAT; an energy tax; and a corporate income tax (European Commission, 2010, p. 27).

However, a central problem with proposals for EU taxes or charges is that they have always faced a major obstacle: the governments of some member states – most notably the UK, but it has not been alone – have consistently opposed the idea of the EU being given a more independent financial base resting on some sort of direct taxation system. Their opposition has been based partly on sovereignty concerns and partly on concerns that EU budgetary processes should not become more independent.

In an attempt to accommodate these national governmental concerns with its own long-standing ambition to make budgetary sources much more ‘EU in character’, the Commission proposed reform of the own resources system in its proposals for the 2014-20 MFF and suggested a new VAT resource that would replace the existing VAT regime and a new financial transactions tax. It was estimated that by 2020 the total of these two new revenue streams could eventually provide about 40 per cent of the EU’s funding needs (European Commission, 2011, p. 7) and the GNI-based source could decrease by about one-third (ELDR, 2011).

## **PART II: GUIDELINES FOR THE MODEL EU<sup>18</sup>**

### **Introduction**

The overall purpose of SUNYMEU is to provide a framework for a partial simulation of the decision-making process of the European Union using a specific issue. The advance preparations and the simulation should give all participants a better understanding of the EU; of international and supranational organizations in general; of the EU Member States, their peoples, politics, and policies; and of major current issues of international relations. Also, the simulation should provide the participants with opportunities to develop their skills and techniques at negotiation and conflict resolution, public speaking, debate, expository writing, logic and reasoning, small-group dynamics, leadership, and problem-solving.

### **Purpose and Nature of the European Council Simulation**

The purpose of the simulation is for the European Council to reach agreement on a minimum of three and a maximum of five agenda items. Country delegations and the Commission submit agenda items for consideration by the European Council President in the months prior to the simulation. The President is also likely to submit items.

### **Selection and Submission of Agenda Items**

Each faculty advisor is responsible for ensuring that his/her team(s) submits **TWO** proposals by November 23, 2011 at the latest in doc or rtf format to Council President Herman Van Rompuy aka **Tom Aitchison at ta270@exeter.ac.uk**. Please write “SUNYMEU AGENDA” in the subject line.

Proposals may be sponsored jointly by Member States. There is space in the SUNYMEU Agenda Template to specific all sponsoring parties. Delegations are encouraged to work together to produce joint proposals.

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<sup>18</sup> The authors of this volume wish to acknowledge the work of William Andrews, the founder of SUNYMEU (then called “SUNYMEC”). Professor Andrews wrote the SUNYMEU Guidelines from 1988-1996. L. Buonanno wrote the guidelines for SUNYMEC (then operating under the name “Eurosims,” from 2000-2005) and the first edition of the SUNYMEU Manual (2006). That the guidelines have been re-written each year, depending upon the nature of the simulation topic, precise attribution of Professor Andrew’s original language is quite impossible. Unquestionably, a good deal of the language is his. Errors are the full responsibility of the editors.

## SUNYMEU 2012 Program Chairs, Alexander Caviedes and Henry Steck

The SUNYMEU 2012 Program Chairs have developed the following list of potential discussion topics. These are meant to be suggestions and should not be seen as limited to these areas.

Delegations should submit a minimum of two agenda item, which should be submitted using the proposal template found in Appendix.

### A) To be handled by Economic and Finance (Ecofin) Ministers:

- New configuration for the euro and eurozone?  
(e.g. possibility for probation/being returned to solely domestic currency; put a country into receivership)
- Solidarity job cuts= 5% of EU commission staff (in lines with national austerity plans)?
- Female quotas on CEO boards  
(e.g. should they be mandatory or voluntary - Commission's suggestion of 30% or the EP's threat of a 40% requirement)
- 'Marshall Plan' - type fund for distressed EU economies

### B) To be handled by Foreign Affairs Ministers:

- More open sharing of bank data (e.g., who is holding former Libyan leader Qaddafi's money?)
- EU initiative to resolve Israeli-Palestinian conflict (can EU support Hamas)?
- Passenger Name Records – negotiating a new standard with the US as to what type of information can be gathered by airline companies to be shared with governments
- Single EU military headquarters rather than 5 separate command centers
- Charging airlines for emissions (already about to happen, will EU back down?)

### C) To be handled by COREPER:

- Immigration
  - Should there be a new 'humanitarian' visa category  
(for special cases like Libya or Tunisia)?
  - Should there be a more defined EU mechanism allowing for temporary suspension of Schengen privileges?
    - Is it time to allow Romania and Bulgaria to enter Schengen?
- E-Coli early warning system or damage funds (for countries/sectors affected)?
- EU action to address the events that took place in Norway and the rising anti-immigrant and anti-Rome sentiment

### D) To be handled by the European Council:

Any number of issues may be discussed by the European Council. President Van Rompuy will make this determination in consultation with the Danish Presidency.

- Does the EU need a directly elected President? If so, what should the voting process be?  
Proportional representation? One country with one vote? Electoral College? Run-off system?
- Common EU stance toward eliminating nuclear power dependency?
- European Parliament pressure group lobbying registry (mandatory?)?
- Creation of a new DG to address issues of democratization in neighboring regions  
(such as in the Middle East - Arab Spring; Former Soviet states, in particular, Ukraine and Belarus, but not Russia)
- Creation of a new "United States of Europe" in which most foreign affairs and financial sovereignty is ceded to the center (Romanian President Basescu has suggested this)

## Preparation

Students preparing to participate in SUNYMEU should concentrate their efforts on these activities:

1. Gaining an understanding of the structure and dynamics of the European Union, especially those institutions that are included in the particular simulation in which the student is participating.
2. Learning as much as possible about the policies currently of concern to the European Union and its Member States.
3. Acquiring an understanding of the domestic and international concerns of the Member State to be represented.<sup>19</sup>
4. Gaining a good, general knowledge of some current international area or issue. If each member of a delegation takes a different area or issue, collectively it should be well-informed.
5. Improving their skills at negotiating, conflict resolution, parliamentary procedure, parliamentary prose, public speaking, debate, and logic and reasoning.
6. Learning about the specific person to be represented, i.e., the alter ego of the student-participant.

## Communication

Questions concerning logistics (e.g. lodging, payment, transportation) should be addressed to Dr. Kathleen Dowley at [dowleyk@newpaltz.edu](mailto:dowleyk@newpaltz.edu). Correspondence regarding agenda items should be addressed to Mr. Tom Aitchison at [ta270@exeter.ac.uk](mailto:ta270@exeter.ac.uk).

## Research Guide

The EU is widely studied and reported. There are a number of excellent journals devoted to publishing peer-reviewed articles about the EU. Similarly, there is no shortage of books on the subject. It is likely that most of your research will take place through the internet using news sources and **europe.eu**—the gateway website for the European Union. The most efficient way to keep up with EU news is through RSS



feeds, usually denoted by this symbol. If you are new to RSS feeds, you can find out how to subscribe through the many informational videos available on the internet. If you use Microsoft Outlook, you can subscribe to RSS feeds, which will then be pushed to an RSS folder in Outlook. Google Reader is another popular feed service. You will need to subscribe to gmail. Once subscribed, you can learn about Google reader at [www.google.com/reader](http://www.google.com/reader). Table 9: Recommended RSS Feeds includes links to several EU-related feeds. It is highly recommended that participants subscribe to news feeds related to their Member State, both official ministry websites and national newspapers.

**Table 9: Recommended RSS Feeds**

Site Source	RSS Feeds-URLS
Polish Presidency (Danish)	

<sup>19</sup> A good resource is Zeff, Eleanor and Ellen B. Pirro. 2006. *The European Union and the Member States*. Second Edition. Boulder, Colorado: Lynne Rienner Publishers.

Presidency not yet available at the time Blue Book was printed.)	Select from several channels according to your interest. Participants should subscribe to “top news” and “official news.”
Brussels Blog	<a href="http://feeds2.feedburner.com/ft/brusselsblog">http://feeds2.feedburner.com/ft/brusselsblog</a>
Charlemagne’s Notebook	<a href="http://feeds2.feedburner.com/CharlemagnesNotebook?format=xml">http://feeds2.feedburner.com/CharlemagnesNotebook?format=xml</a>
EU Observer	<a href="http://feeds.euobserver.com/rss/9">http://feeds.euobserver.com/rss/9</a> (headline news)
European Voice	<a href="http://www.europeanvoice.com/Rss/6.xml">http://www.europeanvoice.com/Rss/6.xml</a> (News & Analysis)
Financial Times	<a href="http://www.ft.com/rss/home/europe">http://www.ft.com/rss/home/europe</a> (Europe Homepage)
NY Times	<a href="http://feeds.nytimes.com/nyt/rss/Europe">http://feeds.nytimes.com/nyt/rss/Europe</a>
FT Columnists writing about the EU and Member States	<a href="http://www.ft.com/rss/comment/columnists/wolfgangmunchau">http://www.ft.com/rss/comment/columnists/wolfgangmunchau</a> <a href="http://www.ft.com/rss/comment/columnists/martinwolf">http://www.ft.com/rss/comment/columnists/martinwolf</a> <a href="http://www.ft.com/rss/comment/columnists/clivecrook">http://www.ft.com/rss/comment/columnists/clivecrook</a>
Spiegel	<a href="http://www.spiegel.de/international/europe/index.rss">http://www.spiegel.de/international/europe/index.rss</a>

Participants should also be well versed in the priorities of the trio presidency as well as familiar with the accomplishments of the previous presidency. Table 10 contains links to the three most important documents.

**Table 10: Presidency Documents**

TRIO PRESIDENCY PROGRAMME & ACCOMPLISHMENTS	
Presidency Programme (Poland, Denmark, Cyprus)	<a href="http://pl2011.eu/en/program_and_priorities">http://pl2011.eu/en/program_and_priorities</a>
European Council Conclusions (Hungarian Presidency-June 23-24 2011)	<a href="http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/123075.pdf">http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/123075.pdf</a>
Results of the Spanish-Belgian-Hungarian Trio Presidency	<a href="http://www.eu2011.hu/files/bveu/documents/ES_BE_HU_triodeclaration_29062011.pdf">http://www.eu2011.hu/files/bveu/documents/ES_BE_HU_triodeclaration_29062011.pdf</a>
European Council Conclusions (Polish Presidency-December 2011)	Participants will need to stay abreast of Polish Presidency and read the Conclusions (which will be posted in December to the European Council website at: <a href="http://www.european-council.europa.eu/council-meetings.aspx?lang=en">http://www.european-council.europa.eu/council-meetings.aspx?lang=en</a> )

## Alter Egos

A complete list of country delegation assignments will be sent to faculty advisors and posted to the SUNYMEU Facebook site. Students should begin conversing and caucusing using the student run SUNYMEU Facebook site—post to wall for public viewing and use messaging function for private correspondence (e.g. negotiations). Faculty advisors or student representative should include the name of the student, their email address, and their alter ego when sending delegation information to SUNY New Paltz SUNYMEU staff.

Each country will be represented by a head of government (prime minister, chancellor, president), who acts as head of his/her delegation, a foreign minister, an Economic and Finance (Ecofin) Minister, and a Permanent Representative (ambassador). The Council Presidency (Denmark) will have an additional member, Deputy Foreign Minister for Europe, who can float between meetings. Delegations reserve the right to add additional members such as a deputy prime minister or in the case of semi-presidential systems, the prime minister. The HOG of five-member delegations will determine which meetings the fifth delegate will attend.

## Commission

The Commissioners are the only participants in the simulation who have an exclusive obligation to the welfare of the EU. In the simulation they have two main roles. First, they will meet to make appropriate decisions on the matters at issue in the simulation. Second, at all other times, they will act as problem-solvers, facilitating the decision-making process in such a way as to maximize the supranationalism of the result. The real-life Commissioners distribute among themselves the policy areas of the EU, but the simulation assumes they are working under the leadership of their President on the particular issue at hand. The Commission works closely with the General Secretariat of the Council to ensure that the simulation proceeds on a smooth course.

## Heads of Government

The Heads of Government (HOGS) <sup>20</sup> meet in the European Council (often called “EU summits”). At European Councils, key policy issues covering such matters as treaty reform, EU enlargement, membership of the eurozone, EU border controls, and pressing foreign policy matters are considered and negotiated. Sometimes, the HOGS have to step in at the last minute, when all other efforts have failed, to solve knotty problems by personal negotiation with peers. The European Council makes declarations, acting as a “board of directors,” that it expects the Commission and/or Council to act on in the near future. So while the Commission drafts legislation and the Council and the European Parliament labor over the legislation, the European Council meets in summits to discuss longer-range issues and issue policy statements. It sets the overall direction of the EU in these policy statements, especially in its “Conclusions.” This means that its policies should be as clear as possible so that the institutions (Commission, Parliament, and Council) can draft the supporting legislation.

As is specified in Article 15 of the TEU and in the European Council’s Rules of Procedure (see The Rules of Procedure of the European Council, located in Appendix I) European Council meetings are prepared by the European Council President “in cooperation with the President of the Commission, and on the basis of the work of the General Affairs Council.”

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<sup>20</sup> Participants should be mindful of the distinction between head of government and head of state. In the United Kingdom, for instance, David Cameron is head of government, while Queen Elizabeth II is head of state.

European Council meetings are chaired by the European Council President.

SUNYMEU 2012 simulates (and anticipates) the **June 2012** meeting of the European Council. The end result of SUNYMEU 2012 is the drafting of the “**Conclusions of the European Council Meeting**,” which contain everything on which the summit has been able to agree. The Conclusions will be presented at the closing session (late Saturday afternoon) of SUNYMEU.

## **COREPER II**

(Committee of Permanent Representatives)

The TEU defines the responsibility of COREPER as “preparing the work of the Council and...carrying out the tasks assigned to it by the Council.” Members of COREPER II are the ambassadors from their governments to the EU. They are high-level professional diplomats, heads of missions, specializing in the relations between their countries and the EU. Their main job is liaison between the decision-making institutions of the EU and their governments, keeping the EU informed of their governments’ views and helping their governments keep track of what is happening in the EU. They are coordinators, fixers, and troubleshooters.<sup>21</sup> While taking direction from their nation’s HOGS and ministers, they also work indefatigably behind-the-scenes to broker deals for their “political masters.” Thus, in the simulation, they will be engaged mainly in advising and serving as diplomatic staff to their HOG and ministers.

In a sentence, COREPER are the unsung heroes of SUNYMEU (and the EU).

It is important to distinguish between the COREPER and the Council Secretariat. COREPER work for their governments and should be solicitous of the desires of their HOG and ministers, making every effort to receive clear direction as to policy positions. COREPER should (diplomatically) advance their Member State positions, but as directed by their HOG and ministers. The Council Secretariat, on the other hand, works for the entire Council and should be neutral as to its judgments, i.e., it serves in an advisory capacity, especially to the Presidency.

## **Council Secretariat**

As has just been indicated, the Secretariat works closely with the Council Presidency. Nugent (Nugent, 2010, p. 147) explains that “before Council meetings at all levels Secretariat officials give the Presidency a full briefing about subject content, the current state of play on agenda items and possible tactics—‘the Danes are isolated’, ‘there is strong resistance to this in Spain and Portugal, so caution is advised’, ‘a possible vote has been signalled in the agenda papers and, if taken, will find the necessary majority,’ and so on.” Students playing roles within the Council Secretariat must become experts in the policy area to which they are assigned and be willing to advise the Presidency accordingly. The Secretariat should also be fully apprised of voting rules and be prepared to make and record votes. In most cases, unanimity is required before adopting an agenda item and sending it on to the European Council.

## **Ministers**

Ministers represent their national governments through the EU institution called “the Council.” All ministers act, in effect, the representatives of the interests of their Member States in the policy areas for which they are responsible. As nearly as is possible in the European Union today, ministers are charged to look after their national interests rather than a vague European-wide interest: though they try to bring these two interests

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<sup>21</sup> See D. Bostock (2002) “Coreper Revisited,” *Journal of Common Market Studies* 40 (2): 215-34.

together. So, they are the guardians of the national interest. All ministers are active politicians in the partisan politics of their home countries, which gives them specific **partisan and ideological** orientations as well.<sup>22</sup> They endeavor to ensure that nothing is decided that will undermine their respective national policies. There are nine formations of the Council, each of which deals with policy matters that fall within their domain.

All Council meetings apart from meeting of the Foreign Affairs Council are chaired by the Council Presidency. This Presidency rotates between the Member States every six months, and in the **first half of 2012 it is held by Denmark**.

Descriptions of the responsibilities and work of the different formations of the Council can be found on the Council's website at: <http://www.consilium.europa.eu>

## **Foreign Ministers**

Foreign Ministers, who deal with all aspects of foreign policy, meet in the Foreign Affairs Council. This formation of the Council is chaired by the **High Representative of the Union for Foreign Affairs and Security Policy**.

Foreign Ministers also often make up the composition of the General Affairs Council, especially when there are particularly important matters on the agenda. The GA Council is chaired by the rotating Council Presidency.

## ***Ecofin Ministers***

Economic and Finance Ministers (who are normally referred to as Ecofin Ministers) deal with most matters concerning economic and financial affairs. However, on sensitive eurozone policies ministers from non-eurozone states are not normally permitted to attend.

## **Press Corps<sup>23</sup>**

Just as students are assigned alter egos and expected to participate in the simulation as that alter ego, members of the press corps are expected to simulate the role of real journalists. Their function during the simulation is to cover the activities of the simulation and report on them through the production of a simulation newspaper, blogs, and videos. This includes attending simulation meetings, interviewing participants, and participating in press conferences.

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<sup>22</sup> Participants should learn about the political and ideological orientation of their alter egos. It is important to keep in mind that in coalition governments a minister's political party may differ from that of his/her HOG.

<sup>23</sup> *This section was authored by Robert Pyle and Ted Schwalbe.*

Members of the press corps are expected to act in a professional manner and adhere to professional standards of journalism. Information obtained through covering meetings or interviews or press conferences should be reported in as accurate a way as possible. They should remember that during meetings, their role is to cover the meetings and should not be engaged in an active way in topic discussions during those meetings. Nor should they interfere with the meeting process.

Participants working with the press corps should remember that an important experience of the simulation is learning how to work with the press. They are expected to cooperate with the press corps in terms of requests for interviews, participation in press conferences, etc.

All meetings of the simulation are open to the press corps. No member of the press corps may be asked to leave a meeting. If a participant feels that a member of the press corps has not accurately reported information at a meeting they attended or did not accurately report information that they have given a reporter, they may write a letter to the editor of the press corps that may be published.

The SUNYMEU Press Corps reports on SUNYMEU through various media (e.g. newspapers and video) prior to and during the event. SUNYMEU 2010 media materials are available at <http://www.thesunymeus.blogspot.com/>.

## **Faculty Advisors**

Faculty advisors are, of course, free to organize their relationship with their students during the simulation as best suits their needs. Past experience, however, suggests that the simulation proceeds best if the advisors avoid coaching the students or assisting them too much in solving problems. They serve informally as sources of information and in counseling the students on how to maintain the integrity of the simulation. For this reason, no formal arrangements for such consultation are included in the simulation schedule. Several faculty research panels and workshops will be sponsored throughout the simulation to enhance the professional experience of faculty advisors attending SUNYMEU.

## **Expert Witnesses**

Academic specialists or professionals testify at sessions of the full European Council on relevant matters (items on the simulation agenda). Their roles will be to provide the participants with information and ideas on the institutions and issues involved in the simulation. Participants and witnesses should bear in mind that the witnesses are not supposed to lecture to the participants. They will summarize their testimony in brief, five-minute statements and, then, respond to the questions of the participants. The participants should behave as though they are in charge of those sessions and not be intimidated by the status and expertise of the witnesses.

## **Official Observers**

Participants who are not representing EU Member States will have the status of official observers. This will enable them to attend all sessions, to lobby participants, and to speak or pose questions at plenary sessions when given special leave, but not to vote.

# SUNYMEU 2012 PROGRAM

(with explanatory notes)

## Pre-Simulation

Country delegations and the European Commission are asked to submit TWO agenda item to be considered for inclusion in the simulation by the Presidency and Council Secretariat. Refer to Selection and Submission of Agenda Items in this manual.

## Simulation

### Wednesday, January 4

US and European students may arrive in Exeter, at Jury's Inn, a day earlier than the simulation begins to recover from lengthy flights.

### Day One:

### Thursday, January 5

Noon-2:00 p.m. Final groups of students arrive at Exeter with Jury's Hotel Check-in between

- |      |                                                                                                                                                                                                                  |
|------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2:00 | Tours of Exeter University with Exeter students, Xfi Building (optional)<br>"Walking Bus" will depart from University for Opening Ceremony, so students should dress for the banquet prior to departing on tour; |
| 4:30 | "Walking Bus" departs Jury's Inn for Opening Ceremony (for those that did not take campus tour);                                                                                                                 |

### Simulation Registration and Opening Ceremony (4:30-9:30 pm)

**Location:** Thistle Inn, Rougemont Room, Exeter (Queen Street, Exeter)

**Appetizers and Cocktail Hour**

**Welcome Speeches (5:30-5:45)**

**Dinner (5:45-7:00 p.m.)**

**Keynote Address (7-8 pm)**

**Faculty Program Directors Explain Program (8:00-8:15 pm)**

**Student Directors Open Simulation (8:15-9:00)** and EU Council President announces general rules of debate, and presents the three agenda items to be debated on the first day, and by which functional group. The Presidency will make it clear as to what it wants the functional meetings to achieve in terms of the agenda items they are to consider and indicate also a target schedule (e.g., it might say that it wants Coreper to try and have by the end of its first meeting a preliminary agreement on an application that has been made by a member state to join the eurozone...). Of course, all agreements reached "below" the European Council will ultimately have to be approved by it. After the Presidency has spoken, delegations should be given a chance to ask procedural questions. (Parliamentary procedure will be observed, as is the requirement for all meetings.) At the end of this, everyone in the room should be in no doubt about what is to be done, and how.

The simulation then moves to the next phase: the presentation and discussion of additional agenda items. These should be introduced with a five-minute speech by their sponsors. Two new agenda items will be chosen at Friday's afternoon plenary with each member state delegation having one vote. This gives simulation participants Thursday evening and when possible (during breaks, lunch) to lobby other delegations to support their preferred agenda items.

### **Preliminary Functional Group Meetings (9:00-9:30 p.m.)**

Each of the functional meetings is visited in the first 10 minutes by a team of faculty (one for US and one from European university) to explain what must be accomplished at the end of each meeting and each day. Explain the role of the chair. Functional meetings— Commission, Council Secretariat, European Council, Ecofin, JHA Ministers, Foreign Ministers (Lady Ashton Chairs), Press Corps.

### **Day Two:**

#### **Friday, January 6**

8:00-9:00 a.m. Breakfast at Jury's Inn, Exeter

9:00 a.m. Walking Bus Departs Hotel for University of Exeter

**9:15-11:15** **Functional Meetings Location: Business School Building**

1. HOGS
2. Foreign Ministers
3. Coreper
4. Ecofin
5. Commission and Secretariat

11:15-11:30 a.m. **Country Delegation Meetings on Issues of Concern** (agenda items)

Explanation:

Individual countries will meet to discuss agenda items. They can also meet with other countries on issues of concern.

11:30 a.m.-noon **Plenary Session of all delegates for Press Briefing**

Noon-1:30 p.m. **LUNCH**

Students will dine at the University of Exeter campus in Business School Cafe

1:30-2:15 p.m. **Expert Witness Session**

Explanation:

See the guidelines in this book.

2:15 p.m.-4:15 p.m. **Functional Meetings Location: Business School Building**

1. HOGS
2. Foreign Ministers
3. Coreper
4. Ecofin
5. Commission and Secretariat

4:30 p.m.-5:00 p.m. **Coffee Break**

5:00-5:45 **Plenary**

Explanation:

The Presidency should:

- a) update delegates on progress made to date and allow Danish Foreign Minister and Lady Ashton to speak to Foreign Ministers progress;
- b) VOTE ON NEW AGENDA ITEMS-as introduced on Thursday's plenary- there will be two new items added for discussion at Saturday's sessions

5:45 **Walking Bus back to Jury's Inn**

7:00 p.m. Students: Walking Bus Departs Hotel for Student Mixer at Pitcher and Piano  
Faculty: MEU Faculty Dinner (location TBA)

**Day Three:  
Saturday, January 7**

8:00-9:00 a.m. **Breakfast at Jury's Inn**  
Walking Bus departs for campus

9:15 a.m.-11:15 a.m. **Functional meetings (based on new agenda items and/or unfinished business)**

1. HOGS
2. Foreign Ministers
3. Coreper
4. EcoFin Ministers
5. Commission and Secretariat

11:15 a.m. -11:30 a.m. **Individual Country meetings**  
**Commission and Council Secretariat confer with presidency team to prepare for Press Briefing**

11:30 a.m.-12:00 p.m. **Plenary Session and Press Briefing**

12:00 p.m.-1:20 p.m. **Lunch on campus at Business School Café, University of Exeter**

2:15 p.m.-4:00 p.m. **Functional meetings**

1. HOGS
2. Foreign Ministers
3. Coreper
4. EcoFin Ministers
5. Commission and Secretariat

4:00 p.m. - 4:45 p.m. **Individual Country meetings**  
**Commission and Council Secretariat confer with Heads of Government about Presidency Conclusions**

Explanation:

To organize the Conclusions of the Presidency. The Council Secretariat will be responsible for handling the technical details, such as ensuring that the Conclusions are contained in an e-document to be projected in the lecture hall's computer/projection system.

4:00 -5:00 pm Break: For those delegates not organizing presidency conclusions, there will be a Study Abroad and Continuing Education Fair at which faculty from participating schools will be available to discuss MA and Study Abroad programs they offer

5:00 p.m.-5:30 p.m. **European Council-Presidency Conclusions**  
Walking Bus Back to Jury's Inn

6:00-8:00 pm **Closing Ceremony and Banquet at Thistle Inn, Rougemont Room, Queen Street, Exeter**

Explanation:

Awarding of certificates of participation; photo ops

**Sunday, January 8**

Departure from Jury's Inn for train station (to London) on to airports

## RULES AND PROCEDURES FOR SUNYMEU

All simulation meetings, except those with a few participants (e.g. individual country meetings), should use *Parliamentary Procedure*. With smaller meetings (generally, meetings other than plenary sessions), the chair should use rules for *Rules for Debate in Small Committees*.

All participants should be familiar with Parliamentary Procedure. Participants should also review the proper forms for addressing chairs: *How to Address Chairs*.

Members of the delegation of the Council Presidency will chair all functional meetings and plenary sessions. All questions, motions, etc. must be recognized by the Chair. Chairs should take special care to learn rules and guidelines for Chairing Meetings.

European Council meetings are chaired by Herman Van Rompuy. The head of government, or his/her foreign minister, will chair individual country meetings. Meetings of groups of countries (other than those which the Presidency attends), will select their chair at their first meeting. The Chair will decide on the closure of debate, but a participant must move for closure, and be given a maximum of one minute to explain his/her rationale. If at least two other participants second the motion, it will immediately be put to a vote, and requires the support of at least  $\frac{3}{4}$  of the participants to be successful. The Chair will declare the debate closed if the vote is successful. The same rules apply for closure of debate.<sup>24</sup>

In the event of conflicts, disagreements, or questions about the simulation program, it is the responsibility of the Council Secretariat to arbitrate and resolve the matter.

A member of the Council Secretariat may briefly interrupt the meeting on a **Point of Order** or a **Point of Information**.

## Parliamentary Procedure

### *Parliamentary Procedure Summarized*<sup>25</sup>

Five kinds of knowledge for an effective meeting participant

- \* Knowledge of the subject matter at hand
- \* Knowledge of parliamentary rules of order
- \* Knowledge of rhetoric-the power to persuade
- \* Knowledge of problem solving and decision making
- \* Knowledge of human social-emotional dynamics

Basic Principles of Parliamentary Procedure

- Parliamentary procedure exists to facilitate the transaction of business and to promote cooperation and harmony.
- All members have equal rights, privileges, and obligations.

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<sup>25</sup> The authors wish to thank Dr. Barbara Jancar, SUNY Distinguished Professor Emerita, for her contribution to this section.

The majority has the right to decide.

The minority has rights which must be protected.

- A quorum must be present for the group to act.
- Full and free discussion of every motion considered is a basic right.
- Only one question at a time can be considered at any given time.
- Members have the right to know at all times what the immediately pending question is, and to have it restated before a vote is taken.
- No member can speak until recognized by the chair.
- No one can speak a second time on the same question as long as another wants to speak a first time.
- The chair should be strictly impartial.

### *Handling a Motion*

Three steps by which a motion is brought before the group

- A member makes a motion.
- Another member seconds the motion.
- The chair states the question on the motion.

Three steps in the consideration of a motion

- The members debate the motion (unless no member claims the floor for that purpose).
- The chair puts the question to a vote.
- The chair restates the question.
- The chair takes the vote:

"All in favor of the motion, say aye."

"Those opposed, say no."

- The chair announces the result of a vote. A complete announcement should include:
  - Report on the voting itself, stating which side prevailed (and giving the count if a count prevailed).
  - Declaration that the motion is adopted or lost.
  - Statement indicating the effect of the vote or ordering its execution.
  - Where applicable, announcement of the next item of business or stating the question of the next motion that consequently comes up for a vote.

### *Rules Governing Parliamentary Debate*

The term debate applies to the discussion on the merits of a pending question.

- A member may not speak until recognized by the chair.
- When no special rule relating to the length of speeches is adopted by the group, a member can speak no longer than ten minutes unless the consent of the group is obtained.
- Rights in debate are not transferable. A member cannot yield an unexpired portion of his/her time to another member (the chair controls who speaks) or reserve any portion of time for later.
- No member may be allowed to speak more than twice to the same question on the same day.
- Proper decorum in debate must be observed:

Remarks must be germane to the question before the group.

Speakers should speak loudly and clearly.

Speakers should refrain from attacking another member's motives.

Remarks should be addressed through the chair.

Speakers should stand when speaking.

Thomas Jefferson's advice is still good: "No one is to disturb another in his speech by hissing, coughing, spitting, speaking or whispering to another, etc."

If any member objects, a speaker has no right to read from or to have the secretary read from any paper or book as part of his/her speech, without permission of the assembly.

### *Rules for Debate in Small Committees*

The rules for small committee meetings are different from the rules which apply to large meetings of assemblies or plenary bodies.

- Members are not required to obtain the floor before making motions or speaking, which they can do while seated.
- There is no limit to the number of times a member can speak to a question, and motions to close or limit debate generally are not allowed.
- [Note: In practice, even these motions are in fact usually allowed.]
- Informal discussion of a subject is permitted while no motion is pending.
- The chair can speak in discussion, make motions, and usually votes on all questions.
- Sometimes, when a proposal is perfectly clear to all present, a vote can be taken without a motion's having been introduced. Unless agreed by general consent, however, all proposed actions of a committee must be approved by vote under the same rules as an assembly.

### *The Committee Report*

**The report should be prepared by a member of the Council Secretariat who is assigned to that meeting.**

All members of the committee should be given opportunity to review and revise the draft before it is submitted. It is not the drafter's work product, but the product of the entire committee.

*What form should the report take?*

The report should be prepared and organized to accomplish two ends: (1) to persuade the higher authority to adopt the report & its recommendations and (2) to facilitate the decision-making of the higher authority. Whatever format is decided upon, the report should meet high professional standards: typed, spell and grammar checked.

*What content should the report contain?*

The report should be written to have an impact on those who read it. After reading the content, the reader must be convinced the conditions the proposal seeks to remedy are serious enough to justify action, understand the details of the proposal and how it will remedy the problem conditions, and be assured that the proposal is practical, reasonable, and will bring no undesirable side outcomes. The reader must also believe the proposal is the best alternative. Several content elements are usually "necessary" to fulfill the functions of a report:

**Preamble.** A preamble or introduction contains boilerplate information (such as the name of the committee and the names of the members), a statement of the charge or mission given to the committee (making the organizational context of the report clear), and a review of the procedures used in the problem solving process.

**Background.** The report should give needed background on the nature of the problem indicating a need for a solution. Succinctly and objectively the committee's factual findings and conclusions about the nature of problem, its causes, its effects, and related matters should be presented. Appropriate documentation should be given. If there is a large amount of material as a result of the committee's work, often this material is best summarized briefly in the report with supporting documents in an appendix.

**Recommendation.** The report should clearly present a request for the higher authority to take some action on the work of the committee. For example, if the committee's function is largely advisory, then the report should request that the committee be informed of actions or decisions on the matters covered in the report. If the committee's role was to provide information, then the request might be that the receipt of the information be acknowledged. If the committee's role was decision-making or action-taking, then the request should be for feedback to guide future work.

## Terms used in Parliamentary Procedure

### *Point of Order*

If a member feels the rules are not being followed, he uses this motion. It requires the chair to make a ruling and enforce the rules. Avoid overuse; save it for when someone's rights are being violated.

### *Point of Personal Privilege*

Another phrase used for a *Question of Privilege*. An urgent request or motion relating to the privileges of a member of the assembly. This is used if a participant wishes to raise a question, leave the room for an extended time, or make a request to personal comfort.

### *Point of information*

A nonparliamentary question about business at hand. This is used when a participant seeks clarification on a matter.

**Table 11: Frequent Things You Want to Do<sup>26</sup>**

Objective	Appropriate Motion
Present an idea for consideration or action	Main motion or Resolution; Consider subject informally
Improve a pending motion	Amend; Division of the question
Regulate or cut-off debate	Limit or extend debate; Previous question (vote immediately)
Delay a decision	Refer to committee; Postpone definitely; Postpone indefinitely (kills motion)
Suppress a proposal	Object to consideration; Postpone indefinitely; Withdraw a motion
Meet an emergency	Question of privilege; Suspend rules; Lay on the table
Gain information on a pending motion	Parliamentary inquiry; Request for information; Question of privilege; Request to ask member a question
Question the decision of the chair	Point of order; Appeal from decision of the chair
Enforce rights and privileges	Division of assembly; Division of question; Parliamentary inquiry;
Point of order	Appeal from decision of chair
Consider a question again	Resume consideration; Reconsider; Rescind
Change an action already taken	Reconsider; Rescind; Amend motion previously adopted
Terminate a meeting	Adjourn; Recess

<sup>26</sup> This table was based on a table in Alice Sturgis's *The Standard Code of Parliamentary Procedure* (3rd edition), but modified for motions in *Robert's Rules of Order Newly Revised*.

## **How to Address Chairs<sup>27</sup>**

### **Interrupts any speaker**

**Wording:** Mr./Madame President or Chair, I rise to a point of order...

Comment: the Chair's decision

### **Admissibility of a Matter**

**Wording:** Mr./Madame President or Chair, I move that this matter is admissible...

### **Closure of Debate**

**Wording:** Mr./Madame President or Chair, I move that we close debate.

### **Call to Order**

**Wording:** I call this meeting to order

Comment: Made only by the Chair

### **Setting the Agenda**

**Wording:** Mr./Madame President or Chair, I move to make... the order of our agenda.

### **Adjournment of Debate**

**Wording:** Mr./Madame President or Chair, I move that we adjourn...

Comment: Only appropriate before or during debate.

### **Closure of Sitting**

**Wording:** Mr./Madame President or Chair, I move that we close the sitting.

### **Move to Vote on Amendments**

**Wording:** Mr./Madame President or Chair, I move to vote on the amendment...

Comment: Voting on farthest amendment first.

### **Motion to vote on the Text**

**Wording:** Mr./Madame President or Chair, I move to vote on...

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<sup>27</sup> Authored by Dr. Henry Steck.

### **Motion to Table**

**Wording:** Mr./Madame President or Chair, I move that we table...

Comments: Applies to amendments and text.

### **Motion to Withdraw**

**Wording:** Mr./Madame President or Chair, I wish to withdraw my motion to...

### **Voting by Roll Call**

**Wording:** Mr./Madame President or Chair, I move that we vote by roll call.

Comment: must be written proposal.

### **Division of the Question**

**Wording:** Mr./Madame President or Chair, I call for a division of the question...

Comment: Must be done before the voting procedure begins.

### **Objections**

**Wording:** Mi/Madame President or Chair, I object to motion on the floor...

Comment: At the President's or the Chair's discretion.

## **Chairing Meetings<sup>28</sup>**

### **Detailed Guidance for Participants Chairing Meetings**

In SUNYMEU, the Council Presidency chairs ministerial and COREPER meetings. The President of the European Council chairs European Council meetings. The Member State holding the Council Presidency is assisted by the immediate past president of the Council, if needed.

#### **1. Achieving objectives**

The purpose of meetings is to get decisions made collectively. It has been found that if a meeting is structured formally or semi-formally, this objective is achieved more easily and more effectively.

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<sup>28</sup> Authored by Dr. Janet Mather.

The pivotal figure in a formal or semi-formal meeting is the Chairman. S/he needs to create the right circumstances in which decision-making is possible.

## 2. Making effective decisions

A chairman can assist in making effective decisions by having regard to their three main ingredients:

- use of all the skills available within the meeting
- at least comparative consensus
- clarity of procedure

The Chairman can achieve the first by enabling all participants to contribute. That is:

- everyone needs to be encouraged to take part
- no-one should be discouraged by the ill-mannered behaviour on the part of other participants, such as interruptions, rudeness etc

This means that the Chairman has to make sure that all participants understand that the person speaking “has the floor,” and will be protected from interruption by the Chairman. It also means that the Chairman may need to encourage silent members by directly seeking their views, and ensuring that their contributions are presented as useful and relevant – e.g.: “that is a useful/valuable point...”

The Chairman can assist the second by:

- again enabling full contributions from participants. This way, at least the majority will end up “owning” the final decision, particularly if the Chairman acknowledges each person’s contribution in her/his summing up (see below)
- blunting the edges of dogmatic/offensive pronouncements by participants. This can be done by restating what has been said in less abrasive language.

**The Chairman is solely responsible for clarity of procedure.** Nothing makes participants more frustrated than uncertainty about what is being debated, or what is being voted upon.

## 3. Meeting procedures and rules of debate

The best way to control a meeting is establish one’s authority as Chairman at the start. It also helps to get to know the participants as soon as possible – spot the shy ones, the over-talkative or the awkward ones, and deal with them accordingly. Shy people need to feel reassured and valued; over-talkative ones need to be prevented from dominating, whilst awkward ones need to be kept in order (see below).

There are extensive rules of debate that need not concern the Chairman unless a rigid structure has been prescribed as part of a body’s constitution.

The main rule is always that the Chairman is right, even when s/he is wrong. It saves a lot of argument and confusion if meeting participants understand that from the first. A really confident chairman can make sure that they do, but it is not necessary to *be* really confident. An appearance of confidence tends to do the trick just as well, and can be achieved simply by welcoming participants to the meeting (that makes it the chairman’s meeting to begin with).

Not all meetings are all that formal, and the Chairman may need to decide how formally the situation should be managed at the start of a series of meetings. However, where a definite decision is to be made *and* is likely to be controversial, rules of debate may be applied:

### **3.1. Initiating debate**

Before a discussion can begin, a motion should be proposed by one person, who may speak to the motion as s/he moves it.

In really formal meetings, this motion should be seconded by another person, who may also speak to it.

### **3.2. Conducting the debate**

- Other people can follow with their contributions, when invited to do so by the Chairman. Strictly speaking, they should speak once only, and should *never* be interrupted whilst they are speaking. They may need a time limit set by the Chairman.
- Debate should be as extensive as the Chairman thinks is necessary, and the Chairman should be prepared to say when s/he thinks that everything useful has been said

### **3.3. Closing the debate**

- At this point, in really formal meetings, the original mover has the right to sum up, and this should close the debate...
- ... except that the Chairman can sum up for the sake of clarity (but should not express a personal point of view).

### **3.4. Holding the vote**

- The vote should be put by the Chairman, and normally a show of hands is sufficient (but the Chairman should not count the votes personally – it is better to let someone else do that), unless a secret ballot is requested by the participants
- The Chairman should then announce the results of the vote. At this point a *motion* becomes a *resolution*
- The Chairman should thank all speakers and commend the decision (whatever it is)

### **3.5. After...**

It may be that the decision made needs to be followed up with specific action (eg., who is to implement the decision).

This too will be a matter for the Chairman's initiative, and s/he should introduce this as the next step.

### **3.6. Complications, i.e., amendments**

Sometimes the terms of a motion are not acceptable to one or more participant. In this case, an amendment to a resolution will be proposed

Before it can be discussed, an amendment too ought to be seconded, strictly speaking

At this point the Chairman can rule whether it really is an amendment – i.e., a relatively minor change to the original motion – or whether it is a direct negative (i.e., would achieve the opposite of what the motion calls for).

If it is a direct negative, then the would-be amender can be informed that the amendment is not acceptable and advised simply to say her/his piece and then vote *against* the motion

A decision on an amendment must be taken before the vote on the original motion

If it is carried, then it becomes the motion, and a final vote should be taken on that

If it is not carried, then the original motion is put to the vote

Occasionally participants put forward a *second* amendment before the first has been disposed of (i.e., voted on)

In such cases, the Chairman should instruct the proposer of the second amendment that it will not be considered until after the result of the vote on the first amendment

The Chairman can say: "I shall take that as notice of a further amendment."

After the vote on the first amendment has been taken, the Chairman can invite the proposer of the second amendment to state her/his case and debate, followed by a vote, can proceed

It does not often happen that anyone puts forward a *third* amendment, but if they do, then the procedure as for the second amendment is repeated.

Movers of amendments do *not* have the right to sum up before the vote is taken. They should only speak once, when proposing their amendment

#### 4. Awkward participants

Very often participants at a meeting do not understand meeting procedures because of lack of experience.

This can be an advantage to the Chairman, because they can be blinded with science.

It can also be a disadvantage, because, not knowing the rules, participants do not know how to behave.

If this is the case, then a short reminder of the rules at the start of the meeting (or at the start of trouble, whichever is earlier) can resolve the matter.

There are, however, two other sorts of awkward participants.

- those who want to talk too much
- those who want to disrupt proceedings

People who want to talk too much (or too often – usually the same people) can be controlled by a stricter adherence to the rules of debate (see above)

People who want to be difficult cannot be controlled, but they can be persuaded that they should control themselves.

This may be achieved by icy calm and courtesy, sometimes humour, on the part of the Chairman.

It may *not* be achieved by an exhibition of temper or panic by the Chairman.

Icy calm and courtesy nearly always works where warmth and friendliness does not, but it is probably better to try the warm and friendly approach to begin with.

## **Checklist for Meeting Chairs**

1. Be brief.
2. Exercise leadership.
3. Speak with authority.
4. Stand above petty differences.
5. Maintain an orderly meeting.
6. To control others, control yourself.
7. Keep the assembly informed.
8. Be modest.
9. Be patient.
10. Show interest.
11. Retain objectivity.
12. Seek to understand people.
13. Be alert.
14. Analyze.
15. Synthesize.
16. Be ready to phrase and rephrase remarks.
17. Be judicious in your power as Chair.

## **Appendix 1: European Council**

### *Composition*

#### 1) The Treaty on European Union provisions on the European Council

Most of the treaty rules on the European Council are laid down in Article 15 of the TEU:

##### Article 15

1. The European Council shall provide the Union with the necessary impetus for its development and shall define the general political directions and priorities thereof. It shall not exercise legislative functions.
  2. The European Council shall consist of the Heads of State or Government of the Member States, together with its President and the President of the Commission. The High Representative of the Union for Foreign Affairs and Security Policy shall take part in its work.
  3. The European Council shall meet twice every six months, convened by its President. When the agenda so requires, the members of the European Council may decide each to be assisted by a minister and, in the case of the President of the Commission, by a member of the Commission. When the situation so requires, the President shall convene a special meeting of the European Council.
  4. Except where the Treaties provide otherwise, decisions of the European Council shall be taken by consensus.
  5. The European Council shall elect its President, by a qualified majority, for a term of two and a half years, renewable once. In the event of an impediment or serious misconduct, the European Council can end the President's term of office in accordance with the same procedure.
  6. The President of the European Council:
    - (a) shall chair it and drive forward its work;
    - (b) shall ensure the preparation and continuity of the work of the European Council in cooperation with the President of the Commission, and on the basis of the work of the General Affairs Council;
    - (c) shall endeavour to facilitate cohesion and consensus within the European Council;
    - (d) shall present a report to the European Parliament after each of the meetings of the European Council.The President of the European Council shall, at his level and in that capacity, ensure the external representation of the Union on issues concerning its common foreign and security policy, without prejudice to the powers of the High Representative of the Union for Foreign Affairs and Security Policy. EN 30.3.2010 Official Journal of the European Union C 83/23
- The President of the European Council shall not hold a national office.

## *The Rules of Procedure of the European Council*

**These are laid down in a decision of the European Council taken on 1 December 2009:**

### **RULES OF PROCEDURE OF THE EUROPEAN COUNCIL**

#### Article 1

##### **Notice and venue of meetings**

1. The European Council shall meet twice every six months, convened by its President .  
At the latest one year before the beginning of a six-month period, in close cooperation with the Member State which will hold the Presidency during that six-month period, the President of the European Council shall make known the dates which he or she envisages for the meetings of the European Council during that six-month period.

When the situation so requires, the President shall convene a special meeting of the European Council.

2. The European Council shall meet in Brussels.

In exceptional circumstances, the President of the European Council, with the agreement of the General Affairs Council or the Committee of Permanent Representatives, acting unanimously, may decide that a meeting of the European Council will be held elsewhere.

#### Article 2

##### **Preparation for and follow-up to the proceedings of the European Council**

1. The President of the European Council shall ensure the preparation and continuity of the work of the European Council in cooperation with the President of the Commission, and on the basis of the work of the General Affairs Council.

2. The General Affairs Council shall prepare and ensure the follow-up to meetings of the European Council, in liaison with the President of the European Council and the Commission.

3. The President shall establish close cooperation and coordination with the Presidency of the Council and the President of the Commission, particularly by means of regular meetings.

4. In the event of an impediment because of illness, in the event of his or her death or if his or her term of office is ended in accordance with Article 15(5) of the Treaty on European Union, the President of the European Council shall be replaced, where necessary until the election of his or her successor, by the member of the European Council representing the Member State holding the six-monthly Presidency of the Council.

#### Article 3

##### **Agenda and preparation**

1. In order to ensure the preparation provided for in Article 2(2), at least four weeks before each ordinary meeting of the European Council as referred to in Article 1(1), the President of the European Council, in close cooperation with the member of the European Council representing the Member State holding the six-monthly Presidency of the Council and with the President of the Commission, shall submit an annotated draft agenda to the General Affairs Council.

Contributions to the proceedings of the European Council by other Council configurations shall be forwarded to the General Affairs Council at the latest two weeks before the meeting of the European Council.

The President of the European Council, in close cooperation as referred to in the first subparagraph, shall prepare draft guidelines for the European Council conclusions and, as appropriate, draft conclusions and draft decisions of the European Council, which shall be

discussed in the General Affairs Council. EN L 315/52 Official Journal of the European Union 2.12.2009 .

A final meeting of the General Affairs Council shall be held within the five days preceding the meeting of the European Council. In the light of that final discussion, the President of the European Council shall draw up the provisional agenda.

2. Except for imperative and unforeseeable reasons linked, for example, to current international events, no other configuration of the Council or preparatory body may, between the session of the General Affairs Council at the end of which the provisional agenda for the European Council is drawn up and the European Council meeting, discuss any subject submitted to the European Council.

3. The European Council shall adopt its agenda at the beginning of its meeting.

As a rule, issues entered on the agenda should have been examined beforehand, in accordance with the provisions of this Article.

#### Article 4

##### **Composition of the European Council, delegations and the conduct of proceedings**

1. Each ordinary meeting of the European Council shall run for a maximum of two days, unless the European Council or the General Affairs Council, on the initiative of the President of the European Council, decides otherwise.

The member of the European Council representing the Member State holding the Presidency of the Council shall report to the European Council, in consultation with its President, on the work of the Council.

2. The President of the European Parliament may be invited to be heard by the European Council ( 1 ). Such exchange of views shall be held at the start of the meeting of the European Council, unless the European Council unanimously decides otherwise.

Meetings in the margins of the European Council with representatives of third States or international organisations or other personalities may be held in exceptional circumstances only, and with the prior agreement of the European Council, acting unanimously, on the initiative of the President of the European Council.

3. Meetings of the European Council shall not be public.

4. The European Council shall consist of the Heads of State or Government of the Member States, together with its President and the President of the Commission. The High Representative of the Union for Foreign Affairs and Security Policy shall take part in its work ( 2 ).

When the agenda so requires, the members of the European Council may decide each to be assisted by a minister and, in the case of the President of the Commission, by a member of the Commission ( 3 ).

The total size of the delegations authorised to have access to the building where the meeting of the European Council is held shall be limited to 20 persons for each Member State and for the Commission, and to five for the High Representative of the Union for Foreign Affairs and Security Policy. That number shall not include technical personnel assigned to specific security or logistic support tasks. The names and functions of the members of the delegations shall be notified in advance to the General Secretariat of the Council.

The President shall be responsible for the application of these Rules of Procedure and for ensuring that discussions are conducted smoothly.

#### Article 5

##### **Representation before the European Parliament**

The European Council shall be represented before the European Parliament by the President of the European Council.

The President of the European Council shall present a report to the European Parliament after each of the meetings of the European Council .

The member of the European Council representing the Member State holding the Presidency of the Council shall present to the European Parliament the priorities of its Presidency and the results achieved during the six-month period.

#### Article 6

##### **Adoption of positions, decisions and quorum**

1. Except where the Treaties provide otherwise, decisions of the European Council shall be taken by consensus.

2. In those cases where, in accordance with the Treaties, the European Council adopts a decision and holds a vote, that vote shall take place on the initiative of its President.

The President shall, furthermore, be required to open a voting procedure on the initiative of a member of the European Council, provided that a majority of the members of the European Council so decides.

3. The presence of two thirds of the members of the European Council is required to enable the European Council to vote. When the vote is taken, the President shall check that there is a quorum. The President of the European Council and the President of the Commission shall not be included in the calculation of the quorum.

4. Where a vote is taken, any member of the European Council may also act on behalf of not more than one other member).

Where the European Council decides by vote, its President and the President of the Commission shall not take part in the vote.

5. Procedural decisions adopted by the European Council by virtue of these Rules of Procedure shall be adopted by a simple majority.

#### Article 7

##### **Written procedure**

Decisions of the European Council on an urgent matter may be adopted by a written vote where the President of the European Council proposes to use that procedure. Written votes may be used where all members of the European Council having the right to vote agree to that procedure.

A summary of acts adopted by the written procedure shall be drawn up periodically by the General Secretariat of the Council.

#### Article 8

##### **Minutes**

Minutes of each meeting shall be drawn up; a draft of those minutes shall be prepared by the General Secretariat of the Council within 15 days. The draft shall be submitted to the European Council for approval, and then signed by the Secretary-General of the Council.

The minutes shall contain:

- a reference to the documents submitted to the European Council,
- a reference to the conclusions approved,
- the decisions taken,
- the statements made by the European Council and those whose entry has been requested by a member of the European Council,

#### Article 9

##### **Deliberations and decisions on the basis of documents and drafts drawn up in the languages provided for by the language rules in force**

1. Except as otherwise decided unanimously by the European Council on grounds of urgency, the European Council shall deliberate and take decisions only on the basis of documents and drafts drawn up in the languages specified in the rules in force governing languages.
2. Any member of the European Council may oppose discussion where the texts of any proposed amendments are not drawn up in such of the languages referred to in paragraph 1 as he or she may specify.

#### Article 10

##### **Making public votes, explanations of votes and minutes and access to documents**

1. In cases where, in accordance with the Treaties, the European Council adopts a decision, the European Council may decide, in accordance with the voting arrangement applicable for the adoption of that decision, to make public the results of votes, as well as the statements in its minutes and the items in those minutes relating to the adoption of that decision.  
Where the result of a vote is made public, the explanations of the vote provided when the vote was taken shall also be made public at the request of the member of the European Council concerned, with due regard for these Rules of Procedure, legal certainty and the interests of the European Council.
2. The provisions concerning public access to Council documents set out in Annex II to the Rules of Procedure of the Council shall apply mutatis mutandis to European Council documents.

#### Article 11

##### **Professional secrecy and production of documents in legal proceedings**

- Without prejudice to the provisions on public access to documents, the deliberations of the European Council shall be covered by the obligation of professional secrecy, except insofar as the European Council decides otherwise.
- The European Council may authorise the production for use in legal proceedings of a copy of or an extract from European Council documents which have not already been released to the public in accordance with Article 10.

#### Article 12

##### **Decisions of the European Council**

1. Decisions adopted by the European Council shall be signed by its President and by the Secretary-General of the Council. Where they do not specify to whom they are addressed, they shall be published in the Official Journal of the European Union. Where they specify to whom they are addressed, they shall be notified to those to whom they are addressed by the Secretary-General of the Council.
2. The provisions concerning the form of acts set out in Annex VI to the Rules of Procedure of the Council shall apply mutatis mutandis to decisions of the European Council.

#### Article 13

##### **Secretariat, budget and security**

1. The European Council and its President shall be assisted by the General Secretariat of the Council, under the authority of its Secretary-General.
2. The Secretary-General of the Council shall attend the meetings of the European Council. He or she shall take all the measures necessary for the organisation of proceedings.
3. The Secretary-General of the Council shall have full responsibility for administering the appropriations entered in Section II – European Council and Council – of the budget and shall take all measures necessary to ensure that they are properly managed. He or she shall implement the appropriations in question in accordance with the provisions of the Financial Regulation applicable to the budget of the Union.
4. The Council's security rules shall apply mutatis mutandis to the European Council.

Article 14

**Correspondence addressed to the European Council (for SUNYMEU)**

Correspondence to the European Council shall be sent to its President at the following address:

**ta270@exeter.ac.uk**

## Appendix II: European Council Agenda Items

### Sample ‘real world’ European Council statements/resolutions<sup>29</sup>

#### *Sample 1*

#### *European Council Conclusions, March 2010*

#### EUROPE 2020: A NEW EUROPEAN STRATEGY FOR JOBS AND GROWTH

The EU needs a new strategy, based on an enhanced coordination of economic policies, in order to deliver more growth and jobs. The European Council agreed on the following elements of this new strategy.

Our efforts need to be better focused in order to boost Europe's competitiveness, productivity, growth potential and economic convergence:

a) The new strategy will focus on the key areas where action is needed: knowledge and innovation, a more sustainable economy, high employment and social inclusion.

b) The European Council agreed on the following headline targets, which constitute shared objectives guiding the action of the Member States and of the Union:

- aiming to bring to 75% the employment rate for women and men aged 20-64, including through the greater participation of youth, older workers and low skilled workers and the better integration of legal migrants;
- improving the conditions for research and development, in particular with the aim of bringing combined public and private investment levels in this sector to 3% of GDP; the Commission will elaborate an indicator reflecting R&D and innovation intensity;
- reducing greenhouse gas emissions by 20% compared to 1990 levels; increasing the share of renewables in final energy consumption to 20%; and moving towards a 20% increase in energy efficiency; the EU is committed to take a decision to move to a 30% reduction by 2020 compared to 1990 levels as its conditional offer with a view to a global and comprehensive agreement for the period beyond 2012, provided that other developed countries commit themselves to comparable emission reductions and that developing countries contribute adequately according to their responsibilities and respective capabilities;

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<sup>29</sup> For examples of ‘real world’ European Council Conclusions, go to <http://www.european-council.europa.eu/council-meetings/conclusions.aspx?lang=en>

- improving education levels, in particular by aiming to reduce school drop-out rates and by increasing the share of the population having completed tertiary or equivalent education; taking into account the Commission's proposal, the European Council will set the numerical rates of these targets in June 2010;
- promoting social inclusion, in particular through the reduction of poverty.

Further work is needed on appropriate indicators. The European Council will revert to this issue at its June 2010 meeting.

These targets cover the main areas where efforts are rapidly needed. They are interrelated and mutually reinforcing. They will help measure progress achieved in implementing the strategy.

While some of these targets are reflected in EU legislation, the others are not of a regulatory nature and do not imply burden-sharing; they represent a common aim to be pursued through a mix of national and EU level action.

## *Sample 2*

### *European Council Conclusions, June 2010*

#### DECLARATION ON IRAN

1. The European Council underlines its deepening concerns about Iran's nuclear programme and welcomes the adoption by the UN Security Council of Resolution 1929 introducing new restrictive measures against Iran.
2. The European Council welcomes the recent efforts by Brazil and Turkey to secure progress on the Tehran Research Reactor agreement proposed to Iran by the IAEA in October 2009. A satisfactory agreement with Iran on the TRR could serve as a confidence building measure. However, the European Council stresses that it would not address the core of Iran's nuclear issue. The European Council urges Iran to engage in negotiations on its nuclear programme.
3. The European Council reaffirms the rights and responsibilities of Iran under the NPT. The European Council deeply regrets that Iran has not taken the many opportunities which have been offered to it to remove the concerns of the international community over the nature of the Iranian nuclear programme. The decision by Iran to enrich uranium to the level of 20 per cent, contrary to its international obligations under existing UNSC and IAEA Board of Governors Resolutions has further increased these concerns.
4. Under these circumstances, new restrictive measures have become inevitable. The European Council, recalling its declaration of 11 December 2009 and in the light of the work undertaken by the Foreign Affairs Council thereafter, invites the Foreign Affairs Council to adopt at its next session measures implementing those contained in the UN Security Council Resolution 1929 as well as accompanying measures, with a view to supporting the resolution of all outstanding concerns regarding Iran's development of sensitive technologies in support of its nuclear and missile programmes, through negotiation. These should focus on the areas of trade, especially dual use goods and further restrictions on trade insurance; the financial sector, including freeze of additional Iranian banks and restrictions on banking and insurance; the Iranian transport sector, in particular the Islamic Republic of Iran Shipping Line (IRISL) and its subsidiaries and air cargo; key sectors of the gas and oil industry with prohibition of new investment, technical assistance and transfers of technologies, equipment and services related to these areas, in particular related to refining, liquefaction and LNG technology; and new visa bans and asset freezes especially on the Islamic Revolutionary Guard Corps (IRGC).
5. The European Council confirms once again the commitment of the European Union to work for a diplomatic solution of the issue of Iran's nuclear programme. The European Council calls on Iran to demonstrate willingness to build the confidence of the international community and to respond to the invitation for resumption of negotiations, and reaffirms the validity of the June 2008 proposals made to Iran.

6. What is needed is a serious negotiation about Iran's nuclear programme and other issues of mutual concern. The European Council underlines that the EU High Representative for Foreign Affairs and Security Policy is ready to resume talks in this regard.

## **Appendix III: SUNYMEU 2011 Council Conclusions**

### **EUROPEAN COUNCIL CONCLUSIONS**

SUNY New Paltz, 16 April 2011

From: General Secretariat of the Council

To: Delegation

Delegations will find attached the conclusions of the European Council (16 April 2011)

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#### **ENLARGEMENT**

The European Union has been an evolving body that has been incorporating new European democratic states since its creation. Today the EU is comprised of 27 Member States and a population of over 500 million people, with a number of states in the process of accession. These prospective states must fulfil the requirements of the Copenhagen criteria as set out in December 1993 by the European Council requiring a candidate country to have: 1) stable institutions that guarantee democracy, the rule of law, human rights and respect for and protection of minorities; 2) a functioning market economy, as well as the ability to cope with the pressure of competition and the market forces at work inside the Union; and 3) the ability to assume the obligations of membership, in particular adherence to the objectives of political, economic and monetary union. The country also must be able to put the EU rules and procedures into effect.

In its 2010 strategy document on enlargement issued on 9 November 2010, the Commission reported that developments in prospective states were generally favourable and making progress towards accession. Currently, the Former Yugoslav Republic of Macedonia, Albania, Croatia, Turkey, and Iceland are in the process of fulfilling the necessary requirements. In light of the recent economic crisis, it is imperative that the European Commission take into consideration the state of the prospective countries' economies. This has also generated some controversy over the accession of some prospective nations. Therefore we recognize that the process of accession might be delayed.

To tackle the challenges associated with enlargement, the Commission has:

- 1) Decided to retain the current Copenhagen criteria in regards to Turkey's accession, establishing the deadline of December 2015 for the country to comply with all conditions, and close all chapters set by the EU before an accession treaty can be drawn up
- 2) Accepted Iceland's candidacy to the EU, while imposing an extension of the Copenhagen criteria for the country's acceptance. The conditions agreed upon are: stabilization of the banking system, setting concrete fishing laws, and establishing a fiscal

framework. Bearing in mind the economic situation in Iceland, a review commission should be set for December 2014, when the country's candidacy will be reviewed.

- 3) Agreed on December 2011 as the date for Croatia's accession to the EU.
  - 4) Reached an agreement of opening negotiations on Macedonia's accession today, 15<sup>th</sup> of April 2011, later establishing a review committee on December 2012.
  - 5) Accepted for negotiations on Albania's and Montenegro accession to begin in 2013.
  - 6) Recognized the need to postpone negotiations on accession for candidate states that do not fulfil the Maastricht Treaty criteria rule until they have been able to prove significant change or showed the willingness to change.
- 

## I. POLITICAL STABILITY IN THE MIDDLE EAST AND NORTH AFRICA

Consistent with the objectives set forth in the extraordinary European Council of March 11, 2011, the Council expressed its strong solidarity with the Libyan people and the victims of the violence there. We firmly condemn the violent repression the Libyan regime applies against its citizens and the gross and systematic violation of human rights. We expressed support for UN Security Council Resolution 1970 and demanded that the use of force, especially with military means, against civilians stop immediately. The safety of the people must be ensured by all necessary means. The European Council expresses its deep concern about attacks against civilians, including from the air. In order to protect the civilian population, Member States will examine all necessary options, provided that there is a demonstrable need, a clear legal basis and support from the region. Those responsible will be held accountable and face grave consequences. We will continue to work with the United Nations, the Arab League, the African Union and our international partners to respond to the crisis.

The Council adopted a decision on April 1 to support a European Union military operation in support of humanitarian assistance (the safe movement and evacuation of displaced persons at the request of the United Nations). The mandate agreed to would last four months, and 7.9 million Euros were allocated to fund EUFOR Libya. Additionally, in order to deal with these challenges, the EU at its April 16<sup>th</sup> council summit resolves to:

1. Understand that only a collective foreign policy can address the needs facing both the EU and Libyan people;
2. Establish an exploratory commission into the influence of external actors in the upholding of the Gadhafi regime. The report will be distributed to all EU members of the UN and those members of the Security Council will act to uphold the common EU position brokered during this summit and push for urgent Security Council action. The EU will wait for the support of such bodies as the UN, AL and AU before further sanctions are imposed on the nation of Libya or individuals within the Gadhafi regime.
3. Member states shall move to recognize the transition authority of Libya as the Interim National Council and a representative from European External Action Service will be sent to Benghazi to establish formal contact with the council;

4. Continue to support the active engagement of NATO forces in upholding the no-fly zone and protecting the civilian population. Member states have individually agreed to support the mission through the following means;
  - Logistical:** Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, France, Germany, Greece, Italy, Luxemburg, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, United Kingdom, Lithuania, Latvia
  - Financial:** Belgium, Czech Republic, Denmark, France, Germany, Italy, Luxemburg, Netherlands, Slovenia, Sweden, United Kingdom
  - Military:** Bulgaria, Denmark, Finland, France, Italy, Luxemburg, Netherlands, Spain, Sweden, United Kingdom, Czech Republic.
5. Encourage a review into current NATO practice in order to reduce rebel and civilian casualties;
6. The EU will send an exploratory commission in order to better understand all aspects of the Libyan rebel movement. Based on these findings, the commission will report to the EU heads of government when further action will be agreed upon.
7. Urge-the Arab league to take a far more active approach in enforcing the resolutions;
8. Provide further financial and/or logistical support to those members currently experiencing a vast flow of asylum seekers seeking safe havens from politically oppressive regimes. Member states have agreed to take on additional civilian refugees case by case based on economic indicators such as GDP, Debt levels and other economic factors, current refugee numbers and land mass proportional to population;
9. Maintain good working communication practices with the Arab world through the forum of the Arab League with the UN. Initially, the EU will establish, in cooperation with the Arab League, a joint review of the current crises and propose recommendations on how best EU members can ensure long lasting political and economic stability. Based on these findings, an advisory commission will be established to advise EU members and EU bodies on the ongoing implementation of support to the region and how best to support individual countries. The commission will include the most affected member states of the EU, African Union and Arab League.
10. The establishment of a summit with the EU, AI and AU in order to establish a common foreign policy on the issue of Libya. With the main agenda proposal being the establishment of a commissioner;
11. Continue to support all ongoing aid efforts within Libya with an increase in relief including personnel. Once dropped aid will be distributed through NGOs and existing UN framework through OCHA. Further aid will be provided should the UN decided that it is necessary and would effectively deal with the ongoing humanitarian crisis;
12. The EU will investigate the feasibility of putting in a protection force in place if civilian casualties remain at current levels for implementation or in case of drastic escalation of human rights violations and with unanimous support from security council and after discussion with NATO;

13. In support of and committing to no fly zone: Denmark, Czech Republic, Malta, United Kingdom, Portugal, Sweden, Spain, Slovenia, Slovakia, Poland, Netherlands, Lithuania, Belgium, Latvia, Italy, Bulgaria, Finland, France, Hungary. Denmark committed to an increase of fighter jets from 8 to 16. Spain is willing to increase levels to what is necessary.
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## II. A STRONGER FINANCIAL EUROPE

In order to ensure responsible fiscal behavior at the national level and to prevent future large bail outs and debt crises, certain new measures will be introduced: These are designed to ensure that all countries stay within the EU limit of 3% GDP by allowing them to apply for further small loans.

1. Make the funds of the European Financial Stability Facility available to any member state which meets certain criteria, established by an investigatory committee, working in collaboration with the ECB that will propose criteria for austerity measures which countries must be working towards before they are considered for a loan.
  2. The Establishment of a new committee that investigates new cases, on an individual basis to determine whether they meet the criteria for further loans, with a fixed sliding scale of interest rates, for example a country with 3% debt of GDP would pay an interest rate of 5%, should they reduce their debt to 2.5% their interest rate is reduced to 4%. This set scale is to be determined by the investigatory committee. This provides countries receiving these loans to reduce their debt level to below the specified EU limit and introduce austerity measures to do so.
    - a. The members of the special committee are to be selected by the European Central Bank and approved by the EP by a super majority of 2/3rds.
    - b. If the EP doesn't approve the candidates selected by the ECB the latter is obliged to propose other candidates within no more than one calendar month. The procedure is to take place until the EP gives its consent to the appointment of the candidates proposed by the ECB.
    - c. Countries previously accepting bail-out money may, if the situation arises, apply for funds through EFSF under conditions outlined in this document.
  3. The European Financial Stability Facility is currently funded by the Euro-Zone countries, but member-states who are not part of the Euro-Zone may opt-in but not receive until they have met a minimum of 5 years of net contribution to any European Stability Fund.
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## III. Border Control, Immigration, Social Cohesion

1. On the issue of immigration we would like to combine agencies like FRONTEX in an umbrella organization designed to respond rapidly and efficiently that can more readily handle immigration issues. That would be handled under the EU Commission. This new organization formed will be termed the EU Joint Immigration Border Control Task Force. This task force which comprises of ground support is deployed by members under the charge of the EU Commission that have specific pertinent knowledge of border and immigration issues.
2. Under the EU commission a board of experts would decide on the usage of the force and the EU Commission cannot exercise an editing power. The EU Commission has a simple up or down vote on what the board of experts has

presented to the body. This board of experts will provide invaluable assistance to the Commission.

3. The actions being undertaken by the task force will be subject to review by the Head of Government of the nation in which actions are being undertaken and on a monthly basis or as necessary by the Commission.
4. Request for these services must come from a member state's HOG before deployed. A response must be manufactured by the board of experts within 72 hours and presented to EU Commission for a decision.
5. On the points of social cohesion and immigration we have decided it is essential to set minimal recommendations of education for immigrants and migrants.
6. (Unanimous Motion) was reached to leave the decision that autonomy will still remain within the national government over whether or not language study is required for immigrants and migrants. We mandate that the resources be made available for immigrants and migrants to learn the language of member states if desired. It is the holding of this body that the EU as a whole should highly encourage such language programs
7. (Unanimous Motion) to set minimum requirements on having education and labor training available is to be set by the member states.
8. Funding has been decided unanimously to be dealt with by the Commission in all points herein.
9. Following a vote by the Heads of Government, Bulgaria will join the Schengen Agreement as of 1<sup>st</sup> September 2011 after they have fulfilled all criteria set out by the EU.

## Appendix IV: SUNYMEU Agenda Proposal Template<sup>30</sup>

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**AGENDA TITLE:**

**MEMBER STATES/INSTITUTIONS ADVANCING THIS AGENDA ITEM:**

**BACKGROUND:** (Please provide background on the nature of the problem indicating a need for a solution. Include sources and data, when necessary.)

**RECOMMENDATION:** (If a call for action, include a request for the appropriate authority to take action—e.g. the Commission should consult the relevant parties and produce a report with recommendations by this date.)

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<sup>30</sup> Instructions: Each faculty advisor is responsible for ensuring that his/her team(s) submits TWO proposals by November 23, 2011, at the latest, in doc or rtf format to Council President Herman Van Rompuy aka Thomas Aitchison at ta270@exeter.ac.uk. Please write “SUNYMEU AGENDA” in the subject line. See the samples in SUNY GUIDE TO THE MODEL EUROPEAN UNION, Appendix III, for examples of final conclusions of the 2011 simulation.



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