

2008 Edition

SUNY GUIDE TO THE MODEL EUROPEAN UNION



Laurie Buonanno, Kathleen Dowley, and Neill Nugent, Editors

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SUNY AND THE MODEL EUROPEAN UNION

The [SUNY Model European Union](#) (SUNYMEU) was established in 2006 by the Institute for European Union Studies at SUNY (IEUSS). This was after many years of SUNY campus's (Brockport and Fredonia) hosting an intercollegiate simulation of the European Union (initially called SUNY Model European Community and later called EuroSim).

SUNYMEU 2008 is sponsored by SUNY New Paltz and Izmir University of Economics (host campus), IEUSS, and the SUNYMEU Council.

SUNYMEU will take place **January 3-6 2008** at the campus of the Izmir University of Economics in Turkey. Dr. Kathleen Dowley, Associate Professor of Political Science at SUNY New Paltz, is the Director of the SUNY Model EU until 2009. Please contact her directly at (845) 257-3558 or at sunymeu@newpaltz.edu with any questions.

ABOUT THE MODEL EUROPEAN UNION

The Model European Union is an adaptation of the popular Model Union (MUN), but is quite different 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 simulates some aspects of the institutional structures and decision-making processes of the European Union.

The EU is a complex and in important respects unique organisation. At a minimum it is a rule-making governmental system. Most scholars, however, regard it a 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 organisation (IO). Some emphasise that it has state-like properties And some suggest it is a quasi-federal system.

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

USING THIS MANUAL

This manual is written to assist students and faculty advisors in preparation for SUNYMEU 2008, which is a simulation of the June 2008 summit that concludes the six-month Slovenian presidency (January- June, 2008). The final outcome of the simulation will be "Conclusions of the Presidency." 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/), to enable all participants to download and print to include in their dossiers and files.¹

This manual is divided into two parts. Part I covers European Union history, institutions, and treaties. This part should be useful to any reader interested in a concise overview of the European Union. 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.

¹ See "Conclusions of the Presidency" on the European Union's Council website. Major policy achievements are identified by the location of the European Council summit. Samples of [Presidency Conclusions](#) are available on the Council website at: http://www.consilium.europa.eu/cms3_applications/applications/newsRoom/loadBook.asp?BID=76&LANG=1&cmsID=347

PART I: GENERAL INFORMATION ON THE EUROPEAN UNION

(Laurie Buonanno and Neill Nugent²)

This section of the guidelines 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 Legislative Procedures.

EU Member States

There are 27 members in the European Union. The European Union was established as the European Economic Community (EEC) with the Treaty of Rome (1957). The six founding states are: Belgium, Netherlands, Luxembourg, France, Italy, and West Germany (now Germany).

Membership of the EU is preceded by lengthy accession negotiations. There have been four ‘enlargement rounds’ in the European Community’s/EU’s history (the first, the Mediterranean, the EFTAs, and the 10 + 2), which has resulted in states joining the EU in the following years: :

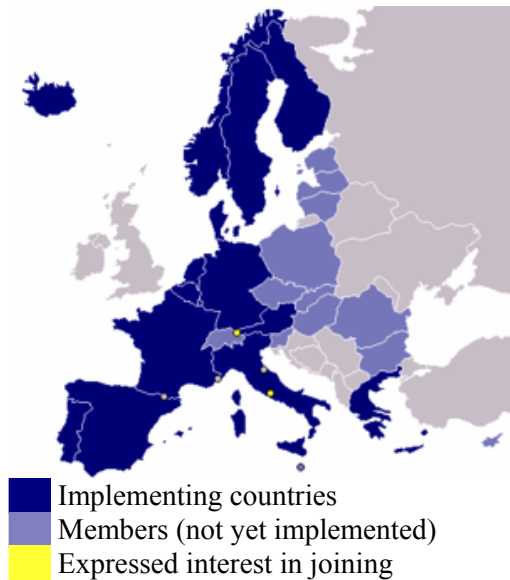
- 1973 (Denmark, Ireland, the U.K.)
- 1981 (Greece)
- 1986 (Portugal and Spain)
- 1995 (Austria, Finland, and Sweden)
- 2004 (Poland, Czech Republic, Hungary, Slovakia, Lithuania, Latvia, Slovenia, Estonia, Cyprus, Malta)
- 2007 (Bulgaria and Romania)

Note that Iceland, Norway, and Switzerland are not EU members, but do belong to the European Free Trade Association. The three countries all have special trading relations with the EU.

The three are also members of the Schengen Convention (passport-free zone). (See Figure 1: Schengen Members.) Note that 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.)

² Neill Nugent’s *Government and Politics of the European Union* (now in its sixth edition) is the principal reference source for this section. Readers are encouraged to consult this text for more detailed treatments of the subjects contained herein.

Figure 1: Schengen Members



States that wish to be considered for EU membership must be European and satisfy the Copenhagen Criteria.³

The EU has opened accession negotiations with Croatia and Turkey. Serbia, Montenegro, Bosnia-Herzegovina, Kosovo (anticipated independence), Albania, and especially Macedonia are working toward this goal and are covered by the Stabilisation and Association Process.

States that do not qualify for membership are covered in the European Neighbourhood Policy.⁴

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

³ Applicants must have market economies and democracies maintaining the highest standards for civil rights and civil liberties.

⁴ Benita Ferrero-Waldner, the Commissioner responsible for this policy, describes ENP as “a new policy that invites our neighbours to the East and the South to share in the peace, stability and prosperity that we enjoy in the European Union and which aims to create a ring of friends around the borders of the new enlarged EU.” (ENP website).

EU Treaties

The EU is governed by treaties (rather than a constitution). On average, a new treaty is negotiated every four or five years. At the time of this writing (autumn 2007), the EU is currently conducting an intergovernmental conference (IGC) which is expected to produce a “Reform Treaty” by the end of the Portuguese Presidency (second-half of 2007). The treaties still in effect are summarized in Table 1: EU Treaties.

Table 1: EU Treaties

Treaty	Signed	Came into Effect	Institutions and decision-making processes created and amended	Policy Accomplishment
The European Economic Community Treaty (EEC) and Euroatom Treaty (Rome)	March 1957	January 1958	-Commission (replaced High Authority) -Council of Ministers -Assembly (time line for creating a directly-elected Parliament) -Court of Justice	-Free trade area -Common External Tariff (CET) -Prohibition of non-tariff barriers, -Measures to promote free movement of capital and labor, and services
The Single European Act (EC)	February 1986	mid-1987	-European Council (legal recognition) -Cooperation procedure -Assent procedure (increased powers of Parliament) -Qualified Majority vote (qmv) in the Council	-Environment -R&D -Economic and Social Cohesion -European Political Cooperation (EPC)
Maastricht Treaty (often – mistakenly – called the Treaty on European Union)	February 1992	November 1993	-Created three pillars -Extending qmv -Co-Decision (Parliament)	Timetables for: -Economic and Monetary Union (EMU) -Justice and Home Affairs (JHA) -Common Foreign and Security Policy (CFSP)
Amsterdam Treaty	October 1997	May 1999	-Extended co-decision to more policy spheres	-JHA and CFSP strengthened -Cohesion fund established -Employment -Gender -Social Charter
Treaty of Nice	December 2000	February 2003	-more qmv and co-decision -changes to size of Commission after 2007 -allocation of votes in the Council of Ministers changed -EP increased and limits set to its growth (seats allocated to Member States)	Charter of Fundamental Rights attached as a "Protocol." This is significant because the European Court of Justice has indicated that it considers "protocols" a guide in adjudicating cases.

TEC and TEU

Since the founding treaties of the 1950s, later treaties have consisted primarily of making amendments 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**: first, the Treaty Establishing the European Community, which is a consolidation of the Treaty Establishing the European Economic Community (EEC) with much of the Single European Act (SEA) and the Maastricht, Amsterdam and Nice treaties; and second the Treaty on Economic Union (TEU), as amended by the Amsterdam and Nice treaties. Together, the TEC and the TEU form the legal basis for governance in the European Union. The TEC contains 314 articles (numbered 1-314). The TEU has 53 articles (numbered from 1-53).

A consolidated version (“Consolidated Version of the Treaty on European Union and of the Treaty establishing the European Community”) of these treaties is available at:

<http://eur-lex.europa.eu/LexUriServ/site/en/oj/2006/ce321/ce32120061229en00010331.pdf>

The broad distinction between the two treaties is this: the TEU establishes the “European Union,” which provides the broad structure of relations between the 27 EU states. This structure takes the form of a quasi-federal political system (though not a quasi-federal state). It is organized on the basis of three “pillars.” Pillar One, the European Community, consists of policies covered in the TEC. These policies are primarily, though not exclusively, concerned with economic matters, and in particular with laying the bases of the Single European Market. Pillar Two is Common Foreign and Security Policy (CFSP) and Pillar Three is Provisions on Police and Judicial Cooperation in Criminal Matters. Policies falling under Pillar One are decided by the “community method,” which means usually by co-decision of the Parliament and Council of Ministers, Qualified Majority Voting (QMV) being available in the Council of Ministers, and judicial review by the European Court of Justice (ECJ). The CFSP and JHA are almost exclusively decided by the ministers of the Member States in the General and External Affairs Council (foreign ministers) and the Justice and Home Affairs Council under the unanimity principle. (See *Council (of Ministers)*).

Scholars and practitioners often refer to provisions by the original treaty in which they appeared, hence “Amsterdam provision,” or the “Nice basis,” or first appeared in the “SEA.” EU textbooks contain concise history of the treaties. There are also good histories of the EU available. (See, for example, Dinan, 2004 and 2006.)

The FAILED Constitutional Treaty

The EU’s Constitutional Treaty was signed in Rome on October 29, 2004. The goal of the Constitutional Treaty was to build a greater degree of efficiency into the EU’s institutional structure and consolidate the many treaties into a document that was more

accessible to the European public. It was, thus, conceived of as a “stand alone treaty,” which would repeal all existing treaties. Most of its contents were taken from the treaties it was expected to replace: the EC Treaty and the TEU. Much of the new material in the Treaty was of the type that has been the main focus of previous amending treaties: designed to make the EU more efficient and democratic. There was no “great leap forward. The Constitutional Treaty contained a preamble, Part I (decision-making rules, institutions, citizenship, finances -59 articles), Part II (The Charter of Fundamental Rights-54 articles), Part III (policies-340 articles), Part IV (general provisions-9 articles) and annexes, protocols, and declarations.

It is to be stressed that although the treaty contained the word ‘constitutional’ in its title, it was not a constitution in the normally understood sense of the word. For while it did fulfil some of the functions of national constitutions – notably in its creation of decision-making institutions and structures – it did underpin citizenship in a robust way, it did not provide for a large EU budget, and it did not make provision for strong foreign and defence policies.

The Constitutional Treaty was due to be ratified by each signatory state by November 1, 2006. However, in mid-2005 it was rejected in separate referenda in France and Netherlands, which led to a process of reflection and deliberation by EU governments about how to proceed. Eventually, at the summit ending the German Presidency (21-23 June 2007), the outlines of a new treaty were agreed. These outlines were in the form of a mandate for the IGC which in September 2007 began negotiating the detailed provisions of the Constitutional Treaty’s ‘replacement’ – which was to be called The Reform Treaty.

The Reform Treaty

The June 2007 negotiating mandate was agreed only after stiff negotiations between the 27 national governments, in which all sides were obliged to compromise. Amongst the key points of the mandate were: 1) Most of the institutional and decision-making provisions of the Constitutional Treaty were to remain in the Reform Treaty. 2) Much of the material in the Constitutional Treaty that had politically-charged symbolic significance – including the use of the word “constitutional”, the references to an EU flag and anthem, and the term EU “Foreign Minister” – was to be removed. 3) Considerable provision was made for national opt-outs and opt-ins from particularly sensitive policy areas.

The Reform Treaty will be an amending treaty rather than a stand alone treaty. As an amending treaty, it is hoped that virtually all governmental leaders will be able to submit it for parliamentary ratifications, thus avoiding referendums. The mandate, to which member states signed on, is contained in the Conclusions of the Presidency of the Brussels European Council, 21/22 June 2007 (beginning on page 16):

http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/94932.pdf

The IGC is expected to produce the Reform Treaty by November 2007, to be signed in the December European Council summit, and to undergo ratification in the 27 member states throughout 2008. The idea is to have the Reform Treaty in place before the next EP elections, which will be held in June 2009.

The negotiation mandate preserves most of the key institutional reforms contained in the Constitutional Treaty. The Reform Treaty will eliminate the pillar system as well as the distinction between the European Community and the European Union; i.e., all references to the “European Community” will be replaced with “European Union.”

Draft of Reform Treaty (145 pages):

http://news.bbc.co.uk/1/shared/bsp/hi/pdfs/02_08_07_drafttreaty.pdf

Protocols to be attached to the Reform Treaty:

http://news.bbc.co.uk/1/shared/bsp/hi/pdfs/02_08_07_draftprotocols.pdf

Declarations to be attached to the Reform Treaty:

http://news.bbc.co.uk/1/shared/bsp/hi/pdfs/02_08_07_draftdecl.pdf

The Reform Treaty

(Key Institutional Changes Anticipated)

a) European Commission

- An enhanced role for the Commission President, including in the selection of European Commissioners
- Until 2014 the College to consist – as now – of one member for each member state
- From 2014 the size of the College to correspond to two thirds of the number of member states. The Commissioners will then serve on a rotational system for a period of five years.
- From 2009, the College to include the High Representative for Foreign Affairs and Security Policy.

b) European Council

- To elect its President, by QMV, for a 2½ year term which may be renewable once. (This replaces the current system in which the President is a head of government and rotates every six months.) This position will certainly be held by a top politician. Nevertheless, this position will carry no executive powers.
- The responsibilities of the President will be confined to European Council business

c) Council of Ministers

- Beginning in 2014, QMV will change from the Nice triple majority formula to a double majority formula in which a majority must contain at least 55% of the member states comprising at least 65% of the EU population.⁵ The majority must also include at least 15 member states (making the 55% rule redundant until the EU number 28 members.) A blocking minority must include at least four Council members. For three years, until 2017, a member state can request that the vote be taken under the Nice system. The 2014 date is key, because those member states that are advantaged by the Nice system (e.g. Poland and Spain) wanted the next financial perspective to be negotiated using the Nice weighting. Students should also be aware of the Ioannina Compromise, which permits a state voting in the minority a period of three months to try to reach agreement.⁶
- Some extensions of QMV to new policies areas, especially in JHA. However, areas where unanimity – and hence the national veto – remain include the CFSP (except implementing measures), the ESDP, enhanced cooperation, treaty reform, taxation, EU budgetary matters, aspects of social and cultural policy, and allocation of structural funds. The U.K., however, obtained an abrogation from the QMV automatically applying to it the JHA sphere.
 - The Presidency of the Council to be held by groups of three members (“Trio”) for a period of eighteen months (with each member of the group chairing for six months).
- The High Representative for Foreign Affairs and Security Policy will chair the General Affairs and External Relations Council (GAER).

d) High Representative for Foreign Affairs and Security Policy

⁵ The 65% threshold favors states with larger populations. The Nice formula (votes assigned to each member state) while weighted by population, did so in such a way to advantage mid-sized states (Poland, Spain, the Netherlands). Poland has especially objected to the new double majority system, fearing the preponderance of Germany.

⁶ The Ioannina Compromise takes its name from the Greek town of a 1994 informal meeting of EU foreign ministers, and, it was formally approved later that year at the June summit of heads of government. As the date suggests, the Ioannina Compromise arose from concerns by some member states that an enlarged EU (with only 12 member states at the time) would inevitably weaken an individual state’s voice. Not only were Austria, Finland, and Sweden poised to join, but Central and Eastern European countries that had only recently emerged from under the Soviet system of influence. The fact is, however, that Ioannina has been invoked twice: once by the Spanish and once by the British (both unsuccessfully). Not the difference between the Ioannina Compromise (a request to delay a decision until the Council has taken more time to broker an agreement) and the long defunct Luxembourg Compromise. The latter permitted a member state to veto a decision if national interest was at stake. See Taylor, Simon. 2007 “French Doubts over Poland in Treaty Talks” *European Voice*, August 2-29: 3 for a review of Ioannina Compromise in the context of the mandate agreed to for the Reform Treaty.

- To be appointed by the European Council acting by QMV, with the agreement of the President of the Commission.
- He/she to conduct the Union's common foreign and security policy. In his, he/she is to be assisted by a newly created European External Action Service (diplomatic corps). This individual will have control over the EU's external aid budget. Note that the European External Action Service could rival national diplomatic services, especially for smaller countries.
- He/she to be a Vice President of the Commission. (This new post will merge that of the High Representative for CFSP—held by Dr. Javier Solana since its inception—and the Commissioner for External Relations—currently held by Benita Ferrero-Waldner.)
- He/she will chair the General Affairs and External Relations Council (GAER).
- He/she can implement policy, but only if it is agreed to unanimously by the member states.

e) European Parliament

- Its legislative powers are increased by extending the scope of the co-decision procedure. The procedure itself is re-named the 'ordinary legislative procedure, and hence formally becomes the default legislative procedure.
- The maximum size of the EP is increased from 732 to 750, with no state to have more than 96 members and none to have less than six.

f) Other Key Changes

- The potential power of national parliaments is increased. EU institutions must notify national parliaments of legislation and offer an eight-week period for comment. Also, if 1/3 of national parliaments challenge Commission legislation, the Commission must re-consider the legislation as to whether maintain, amend, or withdraw. If the Commission decides to maintain, a simple majority of national parliaments can ask for the Council and the European Parliament to review and make a decision.
- Abolition of the pillars, but with unanimity to remain for much of CFSP and JHA.
- The Charter of Fundamental Rights becomes legally binding, but as it is attached as an annex, it will not be part of the Reform Treaty. (The UK secured an opt-out due to its concern that the Charter will interfere with its social, business, and labour policies.) Justices on the ECJ have indicated that they will utilize the Charter in their rulings.

- Distinction between compulsory and non-compulsory expenditures in EU budget is eliminated.
- Solidarity in the field of energy. (Included at the behest/insistence of Lithuania and Poland due to its dependence upon Russia for its energy needs.)

Integration Typology

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. 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 2: Balassa's Theoretical Evolution of Political and Economic Integration

Integration Type (Supporting Treaty)	Removal of Internal Tariffs	Common External Tariff	Free Flow of Capital and Labor	Harmonization of Social & Economic Policy	Single Common Currency	Political Integration
Free Trade Area (Rome Treaty)	X					
Customs Union (Rome Treaty)	X	X				
Common Market (SEA)	X	X	X			
Economic Union (Maastricht)	X	X	X	X		
Economic Federalism (Maastricht)	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 from the very beginning of the European integration process that they indeed wished to create a free trade area, but within the framework of a more integrative economic area – a customs union. This they did by 1968. 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—to be considered in the same category as "trade in goods"? We will see that the freedom of services is currently a red-hot issue in the European Union

Customs Union

In addition to removing internal tariffs, member states throw up a tariff wall around themselves. 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.

Common Market

Providing for free movement of the other factors—capital and labour—takes trading blocs to a new level of political and economic cooperation: to a common market, or to an ‘internal market’ or ‘Single European Market’(SEM) in EU policy terms. The SEM 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 the criteria for a common market is a matter of debate. In other words, to what extent can it be said that Europe's trade in goods and services and its movement of people and labour are as free of restrictions of that in a federal system 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. This is a bone of contention among integrationists in that social policy clearly remains under jurisdiction of national governments. While the monetary policy of the EuroZone states is harmonized and fiscal policy is severely constrained by the Stability and Growth Pact, one can not credibly claim that the EU has achieved European-level economic planning simply because the EU's-own fiscal resources are minuscule compared to those of national governments. 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 13 members of the EuroZone (15 as of 1 January 2008 with the admission of Cyprus and Malta) have accomplished this stage while not fully-completing the previous. Some observers would argue that by skipping "Economic Union," the EuroZone members have set themselves up for the current fiscal difficulties many (particularly France, Germany, and Italy) member states have been experiencing in staying within the limits to which they agreed when they adopted the Euro and accepted European monetary authority (European Central Bank in Frankfurt). For information about the Eurozone visit: <http://www.ecb.int/bc/intro/html/map.en.html>



Eurozone countries (Source: European Central Bank)

The thirteen member states that are participating in the single currency (euro) are Belgium, Germany, Greece, Spain, France, Ireland, Italy, Luxembourg, the Netherlands, Austria, Portugal, Slovenia, and Finland. All 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.⁷

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

⁷ 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.

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)⁸ – the two systems appear very much alike in comparison to governance in the European Union.

Table 3: EU Institutions contains a list of all EU institutions and a summary of their roles and responsibilities.

Commission

The Commissioners form, in effect, the board of managers of the European Union. They are supposed to provide the motive force to drive the EU toward ever-closer union by taking policy initiatives and supervising policy implementation. According to TEC Article 213 (1) Commissioners “shall be chosen on the grounds of their general competence and their independence beyond doubt.” They are to be “completely independent in the performance of their duties” and should “neither seek nor take instructions from any government or any other body. 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.

⁸ 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).

Table 3: EU Institutions

Institution	Number of Members	Who are they?	Role
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)	The principal Council is the General Affairs and External Relations	Final decision-maker (increasingly with the EP) of most policies
European Parliament	732	Direct election (MEPs elected by country allotment)	Consultative & legislative powers depending upon "pillar"
European Council	56	Heads of government, Foreign Ministers, + the President and one other member 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 (22)		See http://europa.eu/agencies/community_agencies/index_en.htm for list and links.	Specialized policy areas such as food safety, environment, fisheries
Security Agencies (6)		See http://europa.eu/agencies/pol_agencies/index_en.htm for JHA agencies. See http://europa.eu/agencies/security_agencies/index_en.htm for CFSP agencies.	<ul style="list-style-type: none"> • Institute for Security Studies • European Defence Agency • Satellite Centre • Europol • Eurojust • CEPOL
Financial Bodies (2)			European Central Bank European Investment Bank

Council (of Ministers)

Ministers

Members of the Council of Ministers represent their national governments in making the main decisions for the European Union. The Council meets in nine formations:

General Affairs and External Relations (GAER)
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

Article 203 of the TEC states that the Council “shall consist of a representative of each Member State at the ministerial level, authorized to commit the government of that Member State.” The Council Presidency rotates between states on a six-monthly basis (See Table 4: Council Presidency Rotation 2005-2010). The Presidency chairs Council meetings, the Presidency has considerable—though not complete—control over how Council bodies meet, over agendas, and what happens during the course of meetings (Nugent 2006: 203-06).

In September 2006 the Council of the European Union laid down the following in its amended Rules of Procedure: "Every 18 months, the three Presidencies due to hold office shall prepare, in close cooperation with the Commission, and after appropriate consultations, a draft programme of Council activities for that period." The current work programme was drafted by Germany, Portugal, and Slovenia, which is available at http://www.eu2007.de/includes/Download_Dokumente/Trio-Programm/trioenglish.pdf

Council Secretariat

The Council Secretariat is headed by the Secretary-General (who also acts as High Representative for the Common Foreign and Security Policy). 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 (Nugent 2006: 2002-03).

Table 4: Council Presidency Rotation 2005-2010

COUNCIL PRESIDENCY (ROTATION)		
COUNTRY	TERM	YEAR
United Kingdom	July-December	2005
Austria	January-June	2006
Finland	July-December	2006
Germany	January-June	2007
Portugal	July-December	2007
Slovenia	January-June	2008
France	July-December	2008
Czech Republic	January-June	2009
Sweden	July-December	2009
Spain	January-June	2010
Belgium	July-December	2010

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 TEC, 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 economic and social policies, while **COREPER 2** works for the two most prominent Councils, General Affairs and External Affairs (GAER) and Ecofin. Reflecting its importance, COREPER 2, is composed of the permanent representatives.

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

Most Council decisions taken under the CFSP and JHA pillars require unanimity.

Under the TEC pillar, Treaty reforms over the years (carried out via the SEA and the Maastricht, Amsterdam and Nice treaties) have decreased the policies under which the Council members must decide by unanimity. However, the unanimity requirement does still exist for all financial and enlargement decisions.

Qualified Majority Voting (QMV)

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

Table 5: Qualified Majority Voting Thresholds in the Council
Qualified Majority Voting Thresholds in the Council

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 (assuming ratification of the Reform Treaty), after which this triple majority formula will be replaced by a double majority system.

Table 6: Representation and Voting
Representation and Voting

Member State	Council Votes (qmv)	Seats in the EP	Commission	ECOSOC & CoR	Population
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
Total EU-27	345	732	27	344	486.5

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" (Nugent 2006: 212).

European Council

The European Council is a normally two-day gathering of ‘the big shots’ of the European Union, i.e., the Heads of Government and the Foreign Ministers of the 27 Member States, the President of the Commission, and one other Commissioner. The European Council thus has a membership of 56. For particular agenda items, Foreign Ministers are sometimes replaced by other ministers – especially Ecofin Ministers. Beyond these people, the only others who are allowed into meetings are a few Council Secretariat and Commission officials, who undertake advisory and administrative tasks.

Virtually all European Council decisions can only be taken by unanimous agreement of the member states. (The two Commission representatives at European Council meeting do not have a vote.)

The European Council is required by treaty to meet at least twice a year, at the end of each six-month presidency – but in practice it usually meets at least four times. The European Council is chaired by the Member State holding the six-month Council Presidency. 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 "Presidency Conclusions."

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 of Ministers 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 their compatriots through universal suffrage. EP elections are, mainly, contests between national rather than European-wide political parties. In the EP, most MEPs decide their policy positions on a partisan more than a national basis (see the section on EP political groups below).

The EP began as a strictly advisory body, but, by treaty revisions and practice, it has become more 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.

Much of the EP's work is carried out by committees. Only one committee is made responsible to report out to the EP plenary session; other committees can be solicited for their views. These other committees will offer amendments to the proposal and report it out to the responsible committee.

The European Parliament has little formal interaction with the European Council. The President of the EP is invited to address the European Council at the beginning of each summit but then leaves. The European Council is not directly involved in the EU legislative process.

Traditionally the EP has been an ally of the Commission against the Council (of Ministers). This is because the EP and Commission are supranational in their outlook, while the Council is the embodiment of Member States. This relationship has changed as the EP has gained power in successive treaties. The EP's power of co-decision means that the Commission must continuously consult with the relevant EP committee chair and *rapporteur* on proposed legislation. In other words, the Commission officials in the relevant DG and the MEPS with responsibility in that area will work closely in the preparation and passage of legislation.

The EP also has the power to censure the Commission, and can actually dismiss the Commission (although it cannot remove individual Commissioners). While that would be a drastic step, having this power alters the behavior of the Commission. In 1999, the College headed by Jacques Santer resigned because the EP planned to pass a motion of censure. (Article 201 TEC--the College of Commissioners must resign if a motion of censure is carried by 2/3 majority of MEPS representing the majority of the MEPs.)

Party Groups

The EP is organized according to political groups, which brings together ideologically-related MEPS from the different member states. There are usually between 6-8 political groups in existence, depending on whether MEPs can manage to attract 20 members representing at least six member states to qualify as an official EP party group. More information about party groups can be found at: <http://www.europarl.eu.int/groups/default.htm>.

The party groups are:

1) The **EPP/ED** Group of the European People's Party (Christian Democrats) and European Democrats (Conservatives) with about 1/3 of the MEPs. The PPE is of the moderate right, but has had difficulty maintaining ideological cohesion. Christian Democrats tend to be stronger supporters of European integration.

2) **PSE** Group of the Party of European Socialists is the second largest group. This group is comprised of socialists of all stripes, but the majority can be classified as moderate left. As with the EPP, this group has difficulty maintaining ideological cohesion as some are more traditional left and others are social democrats.

3) **ELDR/ALDE** Group of the Alliance of Liberals and Democrats for Europe is the third largest group, but with far fewer seats than the PSE. This is a centrist group, with some members tending towards the left and others to the right. They are closer to the EPP in ideology regarding support for business, but refrain from the morality issues of the Christian Democrat parties of the EPP.

4) UEN Union for Europe of the Nations Group

Mainly Italian nationalists, these MEPs are opposed to a federal Europe.

5) Group of the Greens/European Free Alliance

These parties not only favor protection for the environment, but advocate greater regional autonomy.

6) GUE/NGL Confederal Group of the European United Left/Nordic Green Left

Parties of the radical left, mainly rump communist parties.

7) Independence/Democracy Group

The ID group is comprised of Euroskeptic parties, some of which advocate withdrawing from the EU. (See UK Independence Party's "Let the People Decide" campaign for a British referendum to put this question to the British electorate.)

8) Identity, Tradition, and Sovereignty Group

This is the newest EP party group, officially recognized in January 2007. As its name implies, this group is comprised of Euroskeptic MEPs. It is also considered nationalistic and on the far right of the political spectrum, with its program essentially opposed to more immigration, to an EU constitution, and to continued membership negotiations for the accession of Turkey to the EU.

DECISION-MAKING PROCEDURES & TERMS⁹

(Laurie Buonanno and Neill Nugent)

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).

The following is a summary of particular decision-making procedure:

A. Legislative Procedures

There are four legislative procedures, which are used under conditions specified in the treaties. They are: consultation, cooperation, co-decision, and assent. Which procedure is used in particular cases depends on the relevant treaty provisions applying to the policy area concerned. Because the powers of the EU institutions vary under the procedures, the Council, Parliament, and the Commission do not always agree as to when one or the other decision-making procedures applies.

Consultation Procedure

The EP must be consulted, once, after which time the Council can make a decision regardless of the EP's recommendations. The procedure is used for about ¼ of EU legislation, including all of those concerning agriculture.

Cooperation Procedure

This procedure provides for a second reading and gives the EP a near veto over proposed legislation (the EP's views can only be over-ridden by the Council if it acts by unanimity). The cooperation procedure was virtually eliminated in the Treaty of Nice.

⁹ See Nugent (2006), Chapter 16.

Co-decision

This procedure was created by the TEU and is now used for most EU legislation. Crucially, under the procedure the EP is a full co-decision-maker with the Council: that is, a legislative proposal can be adopted only if the Council and EP are in full agreement on its contents. The procedure is highly complex, but works broadly as follows:

- Step 1: The Commission makes a proposal.
- Step 2: The European Parliament delivers opinions and proposes amendments.
- Step 3: The Council adopts a common position. If it is in agreement with the Parliament's opinion, it becomes law.
- Step 4: If the Council's common position differs from the EP's, the proposal is sent back to Parliament for a second reading.
- Step 5: Parliament can either:
 - Reject by an absolute majority of its members (law is killed)
 - or
 - Accept (law is adopted)
 - or
 - Amend by an absolute majority. If this happens, then:
- Step 6: The Commission issues an opinion (attempt to reconcile the Council and Parliament)
- Step 7: Council adopts a common position on the second reading. If the Council reject Parliament's amendments
- Step 8: Sent to Parliament which can
 - Reject bill (bill dies)
 - Amend (sent to conciliation, but in reality, triadogue)
- Step 9: Triadogue. Although this is not a body mentioned in EU treaties, key individuals from the Commission, Parliament, and Council who are assigned responsibility for the passage of the legislation, meet in advance of the official conciliation committee. Their goal is to come to an agreement before the conciliation committee begins its work.
- Step 10: Conciliation Committee.
 - If Council and Parliament representatives agree to a common position in conciliation, Step 11A. If not, see 11B.
- Step 11A: The full Council (by qualified majority voting) and plenary of the Parliament (majority) needed to approve the legislation.
- Step 11A: If the Conciliation Committee fails to agree to a common position the procedure is at an end, with neither the full Council nor plenary of the Parliament being able to alter the results of the negotiation in Conciliation Committee.

Assent

The EP votes on measures put to it by the Council. EP approval, often by an absolute majority of MEPs, is necessary for measures to be adopted. No EP amendments are permitted and the EP is given the opportunity for one reading only. Assent is used for special measures and for the accession of new Member States

B. External Trade Agreements

These fall under Article 133 of the TEC. Here the Council adopts a negotiating position, and is under no obligation to consult the EP. The Commission then conducts trade negotiations with other states on the basis of the position that has been given to it by the Council. The Council must approve any agreements reached by the Commission.

The EP's lack of authority in external trade negotiations (such as in the WTO) is a continuing irritant to the EP.

C. Annual Budget

The Council and the EP have joint budgetary authority.

D. Closer Cooperation

When the United Kingdom joined the EU in 1973, it came into an organization of six Member States seeking greater integration than the U.K. wished to accept. The U.K. (whether governed by either the Conservative or Labour Parties) has been reluctant to accept the notion of a federal Europe. Denmark and Sweden, too, have raised similar questions as to the goals and objectives of integrationists. Note, for instance, that these are the three countries of the EU 15 who have "opted out" of the Eurozone. This has left the more integrationist Member States with two choices: either let the less integrationist set the pace or accept a "variable geometry" of "closer cooperation." In a few cases, a group of Member States has moved forward (famously in creation of the Eurozone and of the Schengen 'open borders' system. The Amsterdam Treaty) created the possibility for this so-called 'closer' or 'enhanced' cooperation to take place also in other policy areas within the treaty framework.

It is likely that as the EU continues to both enlarge and to move into increasingly sensitive policy areas that closer cooperation will become even more prevalent. In this context it should be noted that support for deepening varies among the Central and Eastern European Countries. Poland and the Czech Republic in particular have been gaining a reputation as awkward partners—Poland on the euro, for instance, and the Czech Republic in economic policy (adopting the more economically liberal stand¹⁰) and the constitutional treaty.

E. Intergovernmental Decision-Making

¹⁰ Note that this is the European sense of the word "liberal." In Europe, liberal economics is synonymous to "conservative" in U.S. usage.

In Pillars Two (CFSP) and Three (JHA) Member States enjoy exclusive power to enact “framework” decisions (non-legislative) for procedural and operational decisions, but still must keep the EP informed. Parliament **must** be consulted on the broader policy decisions under these pillars. These latter types usually require Council unanimity, rather than QMV.

WHAT DETERMINES THE PROCEDURES THAT ARE TO BE USED?

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 the co-decision legislative procedure must.

The greatest exception to this treaty constraint in respect of which procedure is to be used concerns the European Council. This is because it can, in practice, choose to involve itself in any policy matter it wishes. It can do this partly because of the political status of its membership (in particular the heads of government) and partly because the TEU puts it largely ‘beyond the reach’ of the ECJ.

Nugent (2006: 393ff) identifies several other factors that determine the policy process to be used. These are:

the proposed status of the matter under consideration—

Policy and legislative matters that are highly technical in nature are likely to be largely dealt with by the Commission, perhaps in the form of Commission legislation. Matters that are more ‘political’ in nature are likely to be channeled via the European Council, or the EP & Council legislation if legislation is being proposed.

The degree of generality or specificity of the policy issue—

Policy matters can be very general and take the form of discussions among policy-makers (politicians and bureaucrats) or it can be very specific (technical) and be dealt with by experts in, for instance, the appropriate Directorate General (Commission policy unit).

The newness, importance, controversiality, or political sensitivity of the issue in question-

The more these characteristics apply, the more policy battles will be keen and drawn out and the more that senior politicians will be involved.

*The balance of policy responsibilities between EU and national levels—
The more that policy competency has been transferred to the EU, the more the
Commission has policy responsibilities.*

PART II: GUIDELINES FOR THE MODEL EU

(Laurie Buonanno, Kathleen Dowley, Neill Nugent, and William Andrews¹¹)

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 of the European Council Simulation (Slovenian Presidency)

The purpose of the simulation is for the European Council to reach agreement on as many as possible of the agenda items before it. Country delegations and the Commission submit agenda items for consideration by the Slovenian Presidency. Some of these items will be placed on the agenda by the Presidency, and some will have been submitted by individual member states (the latter including the Presidency itself) plus, perhaps the Commission.

In December 2006, Slovenia officially presented the 18-month working programme of the Presidency of the EU from January 2007 to June 2008. The working plan of the presiding trio is the first presidency programme drafted by three countries together,

¹¹ The lead author wishes to acknowledge the work of William Andrews, the founder of SUNYMEU (then called “SUNYMEC”). Professor Andrews wrote the SUNYMEU Guidelines from 1988-1996. The lead author wrote the guidelines for SUNYMEC (then operating under the name “Eurosim,” 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. Equally certain is the significant influence Professor Andrews exercised on the organization of the guidelines, that continues to inform the lead author’s approach to explaining SUNYMEU. Any errors are the sole responsibility of the lead author.

which is aimed at implementing EU priorities more effectively. The programme of Germany, Portugal and Slovenia was approved at the December meeting in Brussels.

The document sets out EU policies. The introduction on strategic priorities has been coordinated with the next presidency trio: France, the Czech Republic and Sweden. The following tasks of the trio have been defined as priorities:

- **Future of the EU**
 - Constitutional treaty and institutionalisation (now, the Reform Treaty)
- **Lisbon Strategy** - ensuring comprehensive implementation of the Lisbon Strategy in all its economic, social and environmental dimensions
 - Implementing the renewed Lisbon Strategy
 - Strengthening competitiveness and innovation capability within the framework of the EU's industrial policy
 - Focusing financial and economic policies on growth and stability
 - Developing a European social model
 - Safe, sustainable and competitive energy supplies
 - Promoting research, knowledge and innovation
 - Protection of the environment
- **Strengthening the area of freedom, security and justice**
 - Strengthening cooperation on asylum and migration policies
 - Effective protection of the EU's external borders
- **Enhancement of the external role of the EU** in the areas of security, development and economic relations
 - Improving cooperation between the EU and international organisations
 - Strengthening trade relations and improving coherence of policies conducive to development

Within the 18-month programme, Slovenia is planning to take responsibility for four issues in particular:

- **the future of the EU (constitutional treaty and institutional reform)**
- **EU enlargement and the new neighbourhood policy (particularly the Western Balkans)**
- **energy**
- **intercultural dialogue**

In response to political changes in the EU or a different tempo of adopting legislation, these priority tasks may change by 2008. The selection of priorities will thus be finalized only a few months prior to holding the Presidency (derived from Slovenian Presidency webpage at <http://evropa.gov.si/en/presidency-2008/programme-priorities/>).

Any and each of these could form the basis of the conclusions adopted at the SUNYMEU simulation, along with additional items brought to the agenda by individual and groups' of EU member states in the months leading up to and throughout the simulation itself.

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, especially but not limited to those just described on the agenda of the Slovenian Presidency.
3. Acquiring an understanding of the domestic and international concerns of the Member State to be represented.
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.

ALTER EGOS

A complete list of alter egos with student names and e-mails can be found on the SUNYMEU website at the SUNY New Paltz Political Science Department website (http://www.newpaltz.edu/polisci_intlrela/) as registrations come in. Students can begin conversing and caucusing using the student run Facebook site for the SUNYMEU managed by the student co-directors of SUNYMEU at New Paltz.

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, a finance minister, and a permanent representative (ambassador). The Presidency (Slovenia) will have an additional member, Deputy Foreign Minister for Europe.

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 to ensure that the simulation proceeds on a smooth course.

Heads of Government

The Heads of Government (HOGS) ¹² meet in the European Council. They enjoy stepping in at the last minute, when all other efforts have failed, to solve knotty problems by personal negotiation with peers. This activity takes place in summits through the institution of the European Council. The European Council makes declarations, acting as a “board of directors,” that it expects the Commission and/or Council (of Ministers) to act on in the near future. So while the Commission drafts legislation (Pillar 1) and the Council (of Ministers) 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 “Presidency 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 the SUNYMEU 2008 is a summit (meeting of the European Council) that simulates the closing of the Slovenian Presidency (which will take place in June 2008) the end result of SUNYMEU 2008 is the drafting of “Conclusions of the Presidency.” The Presidency Conclusions will be presented at the closing session (late Saturday afternoon) of SUNYMEU.

Council Presidency: Slovenia

Slovenia chairs all of the meetings of the HOGS, Coreper, Foreign ministers, and the full European Council. Slovenia would be working closely with the country next in line to fill the presidency in Fall 2008, in this case, France. The advancement of the agenda items is very much dependent upon the skills of the chairs at the various functional meetings. These participants should take special care to study Chairing Meetings

Slovenian Presidency (January-June 2008)

¹² Participants should be mindful of the distinction between head of government and head of state. In the United Kingdom, for instance, Gordon Brown is head of government, while Queen Elizabeth II is head of state.

For information about the priorities of the Slovenian presidency, visit:
<http://evropa.gov.si/en/presidency-2008/programme-priorities/>

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 on relations between their countries and the EU and on EU foreign and security policies. 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.¹³ While taking direction from their nation’s foreign ministers, they also work indefatigably behind-the-scenes to broker deals for their ministers. Thus, in the simulation, they will be engaged mainly in advising and serving as diplomatic staff to the foreign minister.

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

It is important to distinguish between the COREPER and Council Secretariat. COREPER work for their governments and should be solicitous of the desires of their 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 foreign 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.

Council Secretariat

The Secretariat works closely with the Council presidency. Nugent (2006: 203) 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 signaled 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 apprized of voting rules and be prepared to make and record votes.

¹³ See D. Bostock (2002) “Coreper Revisited,” *Journal of Common Market Studies* 40 (2): 215-34.

Foreign Ministers

Ministers represent their national governments through the EU institution called “the Council,” which previously was referred to as “the Council of Ministers.” Foreign ministers meet in the most important Council: General Affairs and External Relations Council (GAER). Foreign ministers also attend European Council summits. They act, in effect, as the representatives of the interests of the Member States. As nearly as is possible in the European Union today, ministers are the opponents (or, at least, the skeptics) of supranationalism, i.e., they are the guardians of nationalism and national interest. Foreign ministers are active politicians in the partisan politics of their home countries. That gives them specific partisan and ideological orientations as well. They will endeavor to ensure that nothing is decided that will undermine their respective national policies. Other formations of the Council – such as economic and finance ministers and justice and home affairs ministers – deal with policy matters that fall within their domain.

Finance Ministers

Finance Ministers deal with all economic and financial matters in the European Union. The finance ministers meet in the Council of Ministers under the Economic and Financial Affairs Council (Ecofin Council or Ecofin). The finance ministers representing states that have adopted the Euro, also represent their member states on matters dealing with the Euro. See <http://www.consilium.europa.eu/showPage.asp?id=250&lang=en>. The finance ministers are simulated in SUNYMEU when finance, economics or the euro will be included on the Council Presidency’s agenda.

Justice and Home Affairs /Home Secretary/Interior Ministers

Justice and Home Affairs Ministers also meet in the Council of Ministers under the Justice and Home Affairs Council. Matters dealing with immigration, asylum policy, policing (e.g. European arrest warrants), cross-border crime, and the Figure 1: Schengen Members, are referred to this Council. See <http://www.consilium.europa.eu/showPage.asp?id=249&lang=en&mode=g>

European Parliament

The European Parliament is simulated only when a Model EU focuses on a legislative issue, that is, a policy area where the treaties call for EP participation. The European Parliament has little formal interaction with the European Council.

Press Corps

(authored by Robert Pyle and Ted Schwalbe)

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. This includes attending simulation meetings, interviewing participants, and participating in press conferences.

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.

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.

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 2008 PROGRAM

(with explanatory notes)

(Kathleen Dowley)

Pre-Simulation

Country delegations and the European Commission are asked to submit at least one agenda item to be considered for inclusion in the simulation by the Presidency and Council Secretariat. The agenda items should be in the form of a proposal sent to the Slovenian Presidency's secretariat prior to the January Simulation (deadline December 10). The country delegations and the European Commission are then asked to follow up with a 200- to 250 word concrete policy proposal. Participants are referred to previous Presidency Conclusions for guidance as to the proper form:

http://www.consilium.europa.eu/cms3_applications/Applications/newsRoom/loadBook.asp?target=2006&bid=76&lang=1&cmsID=347

Country delegations and the Commission will have the opportunity to discuss agenda items through discussion for a created on the Angel SUNYMEU site.

Simulation

Day One: Students arrive at Izmir, check in to the Hotel

Balçova Termal Otel (www.balcovatermal.com) the morning of January 3.

Thursday, January 3

1:00-4:00 pm

Registration for Conference

Izmir University of Economics

4:00 p.m. – 6:00 p.m.

Opening Ceremony and Banquet

Izmir University of Economics

Welcome from host institution, Izmir University of Economics, from Kathleen Dowley, Director of SUNYMEU from SUNY New Paltz, and Henry Steck, Chair of SUNY IEUSS Board.

6:15-7:30 pm

Plenary Address: Professor Neill Nugent, Professor of Politics and Jean Monnet Professor of European Integration, Manchester Metropolitan University, UK

“The Implications of Turkish Membership for the EU”

7:45-8:30

Slovenian Presidency and Secretariat representatives will give a short speech and explain the rules and procedures of the simulation. Students should refer to the SUNY Model European Union Manual for parliamentary procedure and protocol for addressing chairs. He will also explain the goals of the simulation, particularly the main objective of achieving “Conclusions of the Presidency,” by Saturday afternoon. There will be time allotted for questions and answers.

The Slovenian Prime Minister will then announce the three agenda items for the first day of meetings (which will have been posted on the SUNYMEU website prior to the simulation).

The Presidency will explain how these agenda items are to be dealt with, both in terms of the “running order” and in terms of which items are to be dealt with by themselves (Enlargement Negotiations with Turkey) and which are to be referred to Coreper (Constitutional Treaty) and to the foreign ministers or finance ministers. 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 a preliminary agreement on implementing the renewed Lisbon Agenda at the end of its first meeting...). 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 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.

8-9:30 p.m.

Individual Country meetings

Rooms (TBA by Izmir University of Economics)

Country delegations should decide preliminary positions on agenda items, and, identify potential allies. Countries may decide to meet together, which is perfectly acceptable and encouraged as part of the simulation deliberations.

Commission and Council Secretariat

Explanation:

At this meeting, participants will have to focus on how they are to do their job throughout the simulation: as the record keepers they are vital and so they need to be clear who is

attending what meetings and who is responsible for what at these meetings. (If the a Commission-proposed item is accepted on to the agenda, then, the Commission will have to find the time to meet on its own during the simulation to discuss strategy for advancing the item.)

Day Two: Friday, January 4

9:30 a.m. – 11:00 a.m.

Functional Meetings

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

11-noon

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.

LUNCH Noon-1:30

1:30-2:30

Expert Witness Session

Explanation:

See the guidelines in this book.

2:45 p.m.-3:45 p.m.

Functional Meetings

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

4 p.m. - 5 p.m.

Plenary

Explanation:

The Presidency should:

- a) require the Slovenian Foreign and French Foreign Ministers to speak on progress made with relevant agenda items
- c) VOTE ON NEW AGENDA ITEMS -as introduced on Thursday's plenary-there will be two new items added for Saturday's sessions

5-5:30 pm
Press Conference

Explanation:

The Press Conference is run by the General Secretary of the Council Secretariat and High Representative for the CFSP. Accompanying him in the press conference are the Slovenian Prime Minister and European Commission President Barroso. Only members of the press corps are permitted to ask questions.

6:30 p.m.
Faculty: Dinner/reception

7:00 p.m. – 10:00 p.m.
Students: Meet and Greet & Happy Hour

Day Three: Saturday, January 5

Balçova Termal Otel

The two new agenda proposals will be available at breakfast. An amended schedule will also be available for participants.

9:30 a.m.-10:30 a.m.
Functional meetings (based on new agenda items and/or unfinished business)

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

10:45 a.m. -11:30a.m.
Individual Country meetings
Commission and Council Secretariat

11:45 a.m.-12:45 p.m.
Plenary Session

Explanation:

The Presidency should:

a) require all the agenda item sponsors to speak for 5-10 minutes on the state of play re their motion. Member states should be encouraged to require a non-HOG member to speak on this occasion.

b) give an overview of where progress is at and indicate what needs to be done, by whom, and by when.

12:45 p.m.-2:00 p.m.

Lunch

2:15 p.m.-3:15 p.m.

Functional meetings

1. HOGS

2. Foreign Ministers

3. Coreper

4. Finance Ministers

5. Commission and Secretariat

3:30 p.m. - 4:15 p.m.

Individual Country meetings

Commission and Council Secretariat

4:15-4:45

Heads of Government Meeting

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.

4:45 p.m.-5:30 p.m.

European Council-Presidency Conclusions

Closing Ceremony and Banquet

Explanation:

Awarding of certificates of completion; photo ops

Sunday, January 6

Departure for Izmir Airport OR Beginning of SUNY Study Tour under the direction of SUNY New Paltz Professor of Political Science Ilgu Ozler (trip to Ephesus). Students

may register in advance of the simulation (a spring course registration) for the 3-credit Study Tour through Buffalo State's Office of International Programs, by contacting Dr. Lee Ann Grace there at gracela@buffalostate.edu.

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 (Slovenia) 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*.

The head of government, or his/her foreign minister, will chair individual country meetings. Meetings of groups of countries (other than those which Slovenia 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.¹⁴

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

(Barbara Jancar)

¹⁴ The authors would like to acknowledge the "Midwest European Simulation Guide" for its helpful information on the role of chairs in Andrews, William G. *Simulating the European Union: A Leader's Guide*. NYCEUS. 1996

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.
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

By whom should the report be prepared? **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 Procedure¹⁵

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 7: Frequent Things You Want to Do

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

¹⁵ See "Midwest European Simulation Guide" in Andrews, William G. *Simulating the European Union: A Leader's Guide*. NYCEUS. 1996 and <http://www.nancysylvester.com/docs/Resources/glossary.html>

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

Note: 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*.

Table 8: Rules Related to Motions¹⁶

MOTION (by order of precedence)	Interrupt	Second	Debatable	Amendable	Vote
Adjourn	No	Yes	No	No	Majority
Recess	No	Yes	Sometimes	Yes	Majority
Question of Privilege	Yes	No	No	No	Chair
Personal Privilege	Yes	No	No	No	Chair
Parliamentary Inquiry	Yes	No	No	No	Chair
Point of Information	Yes	No	No	No	Chair
Orders of the Day	No	No	No	No	Chair
Lay on the Table	No	Yes	No	No	(2/3)
Majority Previous Question	No	Yes	No	No	2/3 (majority)
Limit or extend debate	No	Yes	No	Yes	2/3 (majority)
Postpone to a certain time	No	Yes	Yes	Yes	Majority
Refer to Committee	No	Yes	Yes	Yes	Majority
Amend	No	Yes	If motion is	Yes	Majority
Postpone indefinitely	No	Yes	Yes	No	Majority
MAIN MOTION	No	Yes	Yes	Yes	Majority
RECONSIDER	Yes	Yes	If motion is	No	Majority
RESCIND	No	Yes	Yes	No	2/3
AMEND MOTION PREVIOUSLY ADOPTED	No	Yes	Yes	Yes	2/3 (majority)

¹⁶ John A. Cagle, 1993 -- Based on Robert's Rules of Order Newly Revised

How to Address Chairs

(Henry Steck)

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

Comment: Made only by the Chair

Wording: I call this meeting to order

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...

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

Detailed Guidance for Participants Chairing Meetings

(Author: Janet Mather)

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.

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 – eg: “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.

EU GLOSSARY

(compiled by Laurie Buonanno)

See: <http://europa.eu.int/scadplus/leg/en/cig/g4000.htm>

A

accession--term used to indicate that a state has officially joined the European Union

aquis communautaire--the body of laws and regulations adopted by the European Union

B

Benelux--In 1947 Belgium, the Netherlands, and Luxembourg established a customs union, precursor to the EEC

C

Codecision procedure--The codecision procedure (Article 251 of the EC Treaty, formerly Article 189b) was introduced by the Treaty of Maastricht. It gives the European Parliament the power to adopt instruments jointly with the Council. The procedure comprises one, two or three readings. It has the effect of increasing contacts between the Parliament and the Council, the co-legislators, and with the European Commission. In practice, it has strengthened the Parliament's legislative powers in the following fields: the free movement of workers, right of establishment, services, the internal market, education (incentive measures), health (incentive measures), consumer policy, trans-European networks (guidelines), environment (general action programme), culture (incentive measures) and research (framework programme). (Source: Scadsplus)

cohesion--The Single European Act provides for cohesion (see *harmonization*), the official EU policy of reducing regional disparities in economic development

collective goods--a collective or public good is a product or service that is difficult or impossible to charge by use. Roads, bridges, harbors, prisons are examples. They add value to a community and therefore, citizens pay taxes for the government to provide these goods. A seemingly uncontroversial use of public funds has, in fact, been a lightning rod for pitched battles between conservatives and liberals. Liberals tend to see many goods as collective than are conservatives. Many libertarians will go so far as to argue that public school should not be considered a collective good and therefore tax dollars should not be used to support them.

collective responsibility--the practice of government ministers being collectively responsible for any failures in policy or corruption. While individual responsibility is practice in the United States, collective responsibility is common in parliamentary systems

competency--refers to policy; e.g. "policy competency in risk assessment of food"

D

deepening--the extension of EU-level policy competencies and the strengthening of EU institutions (defined in Nugent's *Government and Politics of the European Union*)

E

ECSC--European Coal and Steel Community

EEC--European Economic Community

enlargement--accepting new members into the EU

economic and social cohesion (see "cohesion")

F

federalism--two governments, neither of which can abolish the other, which operate in their own spheres of activity (the opposite of unitary government)

functionalism--a theory originating from the discipline of international relations that became popular after WWII as an alternative to realism. Its proponents argue that international cooperation begins with specific, defined tasks in areas which are not threatening to state sovereignty. Eventually this habit of cooperation will spill over into high politics

G

G-8 (Group of Eight). These are the wealthiest democracies: the U.S., Japan, Germany, France, the U.K., Italy, Canada, and Russia. The heads of government and/or foreign and finance ministers meet regularly at what are largely economic summits.

GNI--gross national income (formerly "Gross National Product, which is falling into disuse). GNI is the sum total of all income that accrues to a country. This include income that is earned outside of the country and remitted back. Example: All of the profits that General Motors earns in its assembly plants in Canada that are remitted to the U.S. are counted in the GNI.

H

harmonization--from the Treaty of Rome; the term used to indicate the official EEC policy of diminishing regional disparities in economic development. See *cohesion*.

high politics--security and diplomacy

HOGS--heads of government. They meet in the European Council.

I

Intergovernmental Conferences--the forum for formulating treaties in the European Union

intergovernmentalism--the theory that stands in direct opposition to neofunctionalism. It is a direct descendent of realism and is sometimes called neo-realism. Proponents of this theory argue that states are the key EU actors. The Commission, this theory suggests, does not act independently, but rather at the behest of the member state governments.

J

K

L

low politics--education, social, labor, trade

M

multi-speed--usually used in conjunction with "Europe": hence, "multi-speed Europe" refers to ability of EU members to reject policy initiatives by member countries which move them closer to federalism

N

neo-functionalism--used interchangeably with "integration." Like functionalism, it hypothesizes that patterns of cooperation in one policy area spillover into others.

O

OECD--Organization for Economic Cooperation and Development. Membership limited to industrialized and advanced industrialized countries. Sometimes referred to as the "rich man's club."

P

passerelles--alternative "pathways" permitted by the European Union for Member States unprepared to transfer power to the Community. This term implies much the same as multispeed Europe or variable geometry. This holds the European Union together, by permitting some countries to retain sovereignty over policy issues on which other Member States wish to move forward (e.g. eliminating border controls, adopting the EURO)

Petersburg Tasks--Petersberg Declaration (Petersberg tasks)

The Petersberg Declaration of 19 June 1992 is a pivotal element in the determination to develop the Western European Union (WEU) as the defence arm of the EU and as a means of strengthening the European pillar of the Atlantic Alliance (NATO).

pillar--the term created in the Maastricht Treaty used to refer to sets of policies. First Pillar--the old EEC (economic and social); Second Pillar--Common Foreign and Security Policy; Third Pillar--Justice and Home Affairs

Q

qualified majority voting (qmv)--a system of weighted voting in the Council of Ministers. Used in Pillar One. QMV is also used in the management and regulatory committees which oversee Commission's rulings.

R

Realists--(sometimes referred to as Realpolitik) [1930s-1940s] and Neo-Realists (1980s-present) stress power and interest, rather than ideals in international relations. Power is the fundamental element in relations, whether the actors are states or people. Balance of power theories are Realist.

Realpolitik--see Realists

S

Schengen Agreement--an agreement signed outside of the Treaties by Member States that wished for remove border controls amongst themselves. This agreement was incorporated into the JHA in Maastricht. The UK and Ireland are not signatories to the Schengen Implementing Convention.

sovereignty--the legal capacity of national decision-makers to take decisions without being subject to external restraints (Nugent 1999, 502).

subsidiarity--the official EU policy that while EU decision-makers acting within EU institutions provide overall policy direction, whenever practical, the manner of implementation should be decided at the national, regional, or local levels, whenever possible (akin to the U.S. principle of "New Federalism" advocated by successive presidents since Richard Nixon).

http://www.osjspm.org/cst/q_subsid.htm This web site gives an important clue as to the origin of subsidiarity. Some scholars argue that it is further evidence of the Roman Catholic influence in the formation and support for deeper and wider integration of the European Union.

supranationalism--states cooperating, involves some loss of state sovereignty

sui generis--unique, term used to express the EU's singularity

T

U

V

VAT--value-added tax (a tax applied to the value of the good as determined by the costs of inputs); similar to the concept of a national sales tax. VATs are used in most advanced industrialized countries, with the U.S. as a notable exception.

variable geometry--different speeds, synonym of "multispeed Europe." Indicates that member states can opt out of the more federalist policies

W

weighted voting--the EU uses a system called "qualified majority voting," in the Council of Ministers in policy competencies in the European Community (Pillar One)

widening--the accession of new member states

X

Y

Z

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