

MIDWEST MODEL EUROPEAN UNION

SIMULATION GUIDE

This is the guide for the Midwest Model European Union (EU-Midwest), which is held each year on the campus of IUPUI in Indianapolis to offer college and university students the chance to learn how the European Union works through a hands-on simulation.

At EU-Midwest we simulate the meetings of three of the major institutions of the European Union:

- The European Council
- The European Commission
- The Council of Ministers

We have tried in this Guide to replicate as closely as possible the actual format and proceedings of these institutions, but we have taken a few minor liberties to compact the process and to account for the absence of the European Parliament and the European Court of Justice.

If you have any questions about the Guide, be sure to consult with your faculty advisor or with members of the EU-Midwest Secretariat.

It is essential that all participating students have a copy of this Guide with them at all times during the simulation.

GENERAL INFORMATION

Location. All meetings are held at Indiana University-Purdue University Indianapolis (IUPUI), Indianapolis, IN.

Conference Secretariat. This is provided by IUPUI, and is responsible for overseeing the functioning of EU-Midwest. It can be contacted through any of the following:

Address: Department of Political Science, IUPUI,
425 University Boulevard, Indianapolis, IN 46202

Tel: (317) 274 4066

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E-mail: jmccormi@iupui.edu

Faculty advisors. Faculty advisors are cordially invited to attend, and to play whatever role they wish within the rules of procedure.

Dress and conduct. In the spirit of the simulation, rules on dress and conduct are the same as those which apply at an actual EU summit: formal attire, and behavior in keeping with that which would prevail at a summit of the leaders of democratic states.

Rules of procedure. These vary by institution; please refer to the appropriate section in this Guide. NOTE: Unlike Model UNs, we do not use parliamentary procedure (nor do the EU institutions we simulate). In cases where interpretation and elaboration of the rules in this Guide are needed, the members of the Secretariat will be the final authority.

Badges. Every delegate will be issued with a badge at Registration on Day One, and should wear this at all times during the simulation.

Awards. At the close of Day Three, an award ceremony will be held to make awards for the Best Delegation and the Best Individual Delegates. The awards will be determined by a secret vote among delegates.

For further information, visit the Midwest Model EU homepage on the Web at
<http://www.iupui.edu/~modeleu/>

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I) PREPARING FOR THE SIMULATION

Delegates to past simulations have stressed three keys to the success of EU-Midwest: preparation, preparation, and preparation. We ask that each team does the following:

- 1) Draft several one-page proposals for new laws (or borrow them from the *Bulletin of the European Union* or the *Official Journal of the European Communities*), and send these to the Secretariat at least two weeks before the simulation. These will be copied to other delegations, and will form the basis of discussions in the Commission, among directors-general, and in the Council of Ministers. Please write at least one proposal in each of the following areas: foreign policy, economic/financial affairs, agriculture, environment. (See Appendix 1 for a sample.)
- 2) Research the decision-making structure of the EU, and of your forum. See the EU-Midwest home page on the Web for a short list of sources of information.
- 3) Appoint specific members of your delegation to play the roles listed on page 5, and encourage your delegation to work as a team and pursue consistent goals.
- 4) Research the actual policy positions of your member state, and - as far as possible - the background, party affiliation, duties and powers of your real-life counterpart, and come to EU-Midwest prepared to play the appropriate role. In preparing, take into account the history of the EU, public opinion in your member state, the ideological leanings of your government, and your delegation's national interests.
- 5) Familiarize yourself with the contents of this Guide, particularly the rules of procedure. Students taking part in past simulations have stressed the importance of all delegates knowing the rules and voting procedures, and adhering to them.
- 6) Come to EU-Midwest and take part in all the meetings.

II) THE DELEGATIONS

All national delegations will have seven members, made up as follows:

- 1 prime minister*, who will be Head of Delegation
- 1 foreign minister, who will be Deputy Head of Delegation
- 1 economics or finance minister
- 1 agriculture minister
- 1 environment minister
- 1 European Commissioner
- 1 director-general (or more)

It is preferable that all delegations are fully represented throughout the simulation, so we recommend that each delegation appoint at least one alternate to fill in for delegates unable to attend particular meetings.

* or president in the cases of member states with executive presidencies, and chancellor in the cases of Austria and Germany.

III) EUROPEAN COUNCIL

A) *Summary*

- Consists of heads of government of the member states (meeting sometimes with the foreign ministers)
- Focuses on overall strategic direction of European integration
- Informal rules of procedure
- Emphasis on consensus decision-making
- **Goal:** to agree a set of Conclusions of the Presidency

B) *Background*

The European Council is the forum in which the leaders of the EU member states meet to:

- provide strategic direction and consistency to the EU by discussing and deciding the overall character and goals of the Union (i.e., to act as a "political dynamo"),
- resolve problems which the Council of Ministers and the Commission have been unable to resolve (i.e., to act as the "supreme arbitrator", or court of last resort),
- provide political impetus to the EU by developing and encouraging new initiatives,
- develop a Common Foreign and Security Policy (CFSP). Council Conclusions almost always include a statement of positions on foreign policy issues.

The European Council alone has the power and authority to resolve major issues and reach key decisions. The Council consists of the heads of government of the EU member states, their respective foreign ministers, and the President of the European Commission.

The Council meets at least twice per year, each meeting taking place in the member state holding the Presidency of the Council of Ministers. Council meetings usually last no more than ten hours, spaced over a 24-hour period. During this time, there is an opening plenary session, and a formal dinner followed by an informal and confidential "fireside chat". The next day begins with informal, bilateral working breakfasts, and is followed by one or two further plenary sessions. Together, these meetings are designed to discuss matters of common concern, and to agree a set of Conclusions.

At EU-Midwest, we try to replicate the work of the Council as exactly as possible.

C) *Preparation*

Each delegate should do as much advance preparation as possible on the member state they are representing, the personal and political background of the leader they are role-playing, and the positions on European policy taken by that leader. They should also be clear on the role of the European Council in the policy-making process, and should come to EU-Midwest with specific policy proposals and objectives in mind.

At the simulation, delegates role-playing heads of government should make their decisions in the context of the political forces and pressures currently active in EU member states, and the national interests of the states they are representing.

D) *Format and Goals*

In the Council meeting chamber, heads of government and foreign ministers of member states are seated in no specific order, with the representative/s from the member state holding the Presidency of the EU at the head of the table.

MAJOR GOAL: to discuss and debate the views, ideas and proposals of Council members with the goal of agreeing a formal set of Conclusions of the Presidency. Suggestions for the content of the Conclusions should be discussed and drafted on Days One and Two, and the final Conclusions should be agreed by the Council at its second plenary session on the afternoon of Day Three.

E) *Rules of Procedure*

Because the heads of government normally want to decide for themselves how best to use their meetings, the European Council has no formal rules of procedure. Council meetings are deliberately kept flexible and informal, and many of the most important discussions take place outside the Council chamber in the intervals between actual sessions. Nevertheless, the following rules will apply at EU-Midwest:

- 1) **Chair.** The head of government of the member state holding the Presidency of the European Union will be in the chair, and will be deputized by the head of government to his/her immediate left. During plenary sessions, the Chair will be assisted by his/her foreign minister. The Chair will have the sole and final power to open and close sessions, recognize speakers, place limits on floor times, control discussion and debate, caution or remove observers, and - if necessary - clear the room of everyone except faculty advisors and members of the Secretariat.

It will be left to the Chair to determine the flow and temper of Council meetings, but he/she should be fair, efficient, and courteous, avoid being partisan in any way, and ensure that every delegate is given the opportunity to speak. The order of business at all meetings will be determined by the Chair in consultation with other members of the European Council.

- 2) **Speakers.** During plenary sessions, only heads of government will normally address the Council. When present, foreign ministers may confer quietly with heads of government, and may be given the floor at the discretion of their head of government to address an issue on which they may have specialist knowledge. They may also deputize for their head of government if he/she must leave the chamber.

Speakers do not need to address each other through the Chair.

- 3) **Voting procedure.** The Council does not normally take formal votes, instead trying to reach its decisions through **consensus**: a general agreement on a topic which those opposing - or unable fully to support - are prepared to allow the Council to adopt without recourse to a vote. Reservations and objections may be recorded, but the Council as a whole will agree to proceed.

Where consensus cannot be reached, votes are taken as a last resort, with each member state having one vote and a simple majority prevailing. (See Section IX, Rule 5, for procedure.)

A device known as a *tour de table* may also be used, at the discretion of the Chair. The Chair asks each head of government in turn to give a short summary (up to 2 minutes) of their thinking on the matter under discussion, thus ensuring that every member state is able to outline its position, and allowing the Chair to determine whether a compromise is possible. However, it can be time-consuming.

Each member state has the **power of veto** if its leader feels that critical national interests are at stake in an issue under consideration. The veto is very rarely used, however, and is always controversial.

European Council decisions are not legally binding, but are binding in a moral, political and pragmatic sense. Elements of the general conclusions of the Council may have to be turned into law by the European Commission, Council of Ministers, and European Parliament.

- 4) **Workflow.** The European Council will operate in isolation from all other fora at EU-Midwest, except when it has joint meetings with the GAERC (see page 14), or when its members have informal meetings with their delegations. It may request clarification or expert testimony from the Commission, the Council of Ministers, or from an individual Commissioner or minister; it may instruct the Commission (via the directors-general) to develop a new law or policy; and it may be requested to arbitrate disputes between the European Commission and the Council of Ministers. With these exceptions, it will normally have little or no direct contact with the other fora.

IV) EUROPEAN COMMISSION

A) *Summary*

- Consists of Commissioners, each responsible for specific policy portfolios
- They function something like a cabinet, and head the bureaucracy of the EU
- Informal rules of procedure
- Emphasis on consensus decision-making
- **Goal:** to discuss and approve proposals for new laws and policies before submitting them to the Council of Ministers, and to respond to requests from the Council of Ministers for changes to proposals, or new proposals (the latter to be developed by the directors-general)

B) *Background*

The European Commission is the executive arm of the Union, has the sole right to initiate EU law and policies, and is responsible for ensuring that member states implement those laws and policies. It is legally obliged to make sure that the principles of the EU treaties are turned into practical laws and policies. The Commission acts as a supranational balance to the Council of Ministers, which is inter-governmental.

The Commission is headed by a College of Commissioners (one from each EU member state). Each Commissioner is appointed by his/her home government for five-year, renewable terms. Like members of the US cabinet, each Commissioner is given a specific portfolio and set of responsibilities. Commissioners represent the EU, are sworn to work for the common good of the Union and to abandon national allegiances, and are under no obligation to the member states.

The Commission does not normally meet during summits of the European Council, so we take some license in this regard at EU-Midwest. Otherwise we try to replicate its work as closely as possible.

C) *Preparation*

Each delegate should do as much advance preparation as possible on the political background and portfolio of the Commissioner they are role-playing, should be clear on the role of the Commission in the EU policy-making process, and should come to EU-Midwest with specific policy and legislative proposals in mind. In the course of the simulation, delegates role-playing Commissioners should make their decisions in the context of the political forces and pressures currently active in the EU, and - most important - should remember that *they are not national representatives*.

D) *Format and Goals*

In the Commission meeting chamber, Commissioners will be seated in no specific order, except that the President of the Commission will sit at the head of the table and be flanked by the Commission's Vice-Presidents.

MAJOR GOAL: to discuss new proposals for policies and legislation (generated by the directors-general), mainly in the fields of economic and financial affairs, foreign policy, agriculture, and environment. If a proposal is adopted, it should be sent to the relevant Council of Ministers for discussion and decision. If it is rejected, it should be sent back to the directors-general for further deliberation.

E) *Rules of procedure*

1) **Chair.** The Chair of the Commission will be the President, who is assisted by Vice-Presidents. The Vice-Presidents will be responsible for conveying legislative proposals to the relevant Council of Ministers, as and when they are ready, and one may temporarily be given the chair at the discretion of the President. The Chair will have the sole and final power to open and close sessions, recognize speakers, place limits on floor times, control discussion and debate, caution or remove observers, and - if necessary - clear the room of everyone except faculty advisors and members of the Secretariat.

Given that the Chair is simply the first among equals in a group of Commissioners, due respect will be shown by the Chair to all members of the College. Nevertheless, the Chair is allowed to take positions and to promote his/her own views and agenda.

NOTE: The Commission is not expected to seek nor to take instructions from any other quarter. It is independent, and its members are expected to put the EU interest above the national interests of the member states. Commissioners should be careful to keep a diplomatic distance from members of their delegations. Any Commissioner who overtly pursues national interests may be censured by the President.

2) **Speakers.** During sessions, only Commissioners will be allowed to speak, and then only at the discretion of the President. Speakers do not need to address each other through the Chair.

3) **Voting procedure.** All Commissioners have equal status, and one vote each. All decisions must be taken unanimously if possible. If unanimity is not reached, decisions will be taken either by consensus or by a simple majority vote, at the discretion of the President. (See Section IX, Rule 5, for procedure.)

4) **Workflow.** The College works primarily with its directors-general and with the Council of Ministers. It can be asked by the European Council to ask the

directors-general to develop new laws and policies, but it should send these to the relevant Council of Ministers for discussion and final decision, not to the European Council. It should not normally contact the European Council.

Several pre-agreed proposals will already have been sent to the Council of Ministers, and the College should spend some time on Day One familiarizing itself with those proposals.

On Days Two and Three, the College will receive further proposals from the directors-general, as well as amendments to existing proposals. It should concentrate on working through these proposals with a view to sending them on to the relevant Council of Ministers for a decision.

While Commissioners should devote adequate time to their discussions of each proposal, it is also critical that they relay their conclusions to the relevant Council of Ministers on a regular and ongoing basis. Please do not allow proposals upon which decisions have been made to become backed up.

NOTE: Even though EU-Midwest restricts itself to Councils of Ministers dealing with foreign, economic, agricultural, and environmental policy, the Commission and the directors-general may consider proposals in other policy areas. The College of Commissioners will decide which of the Councils is most appropriate to consider such proposals.

V) COMMISSION DIRECTORS-GENERAL

A) *Summary*

- Consists of the heads of the departments in the Commission which generate proposals for new laws
- Informal rules of procedure
- Emphasis on consensus decision-making
- **Goal:** to develop new legislative proposals before they are sent to the Commissioners, and to develop amendments as required

B) *Background*

The European Commission is divided into directorates-general, each responsible for a particular set of policy areas, such as external relations or the environment. Each is headed by a director-general, who ranks as one of the senior bureaucrats in the EU system.

At EU-Midwest, the directors-general (DGs) will represent the 18,000 bureaucrats who make up the body of the Commission, and will be responsible for developing new proposals for law, and for amending proposals rejected at a higher level. The DGs may meet together as a whole, or may split into two Working Groups dealing with different policy areas.

C) *Preparation*

Each delegate should do as much advance preparation as possible on the four policy areas covered at EU-Midwest, and should be clear on the role of the Commission in the EU policy-making process. In the course of the simulation, delegates role-playing directors-general should make their decisions in the context of the political forces and pressures currently active in the EU, should take their instructions from the Commission, and should remember that they are not national representatives.

It is particularly important that directors-general come to EU-Midwest with specific policy and legislative proposals in mind.

D) *Format and Goals*

Directors-general will be seated in no specific order.

MAJOR GOALS: To develop new proposals for policies and legislation before sending them to the College of Commissioners for further discussion and/or agreement. To respond to requests from the College, the European Council, and the Council of Ministers to develop and/or amend proposals. **NOTE:** New and amended proposals must be sent only to the College of Commissioners, not to the Council of Ministers.

E) Rules of procedure

- 1) **Chair.** A Chair and a deputy Chair of the DGs will have been appointed in advance. Should the DGs break down into Working Groups, the Chair and deputy Chair will run one of those Groups, and the other Group will appoint from among its members a Chair and a deputy Chair. Chairs will have the sole and final power to open and close sessions, recognize speakers, place limits on floor times, control discussion and debate, caution or remove observers, and - if necessary - clear the room of everyone except faculty advisors and members of the Secretariat. Speakers do not need to address each other through the Chair.
Deputy Chairs will be responsible for conveying proposals to the Commission as and when they are ready, and for receiving ideas for proposals - or suggested amendments - from the Commission.
- 2) **Speakers.** During committee sessions, only DGs may address the meeting, and then only at the discretion of the Chair. Speakers do not need to address each other through the Chair.
- 3) **Voting procedure.** All DGs will have one vote each. All decisions must be taken unanimously if possible. If unanimity is not reached, decisions will be taken by a simple majority vote, at the discretion of the Chair. (See Section IX, Rule 5, for procedure.)
- 4) **Workflow.** The DGs will work only with the Commission, to which it should send proposals, and from which it will receive suggestions for amendments or new proposals. The DGs should be sure to maintain a smooth and regular flow of proposals to the Commission.
- 5) **Working Groups.** Any decision to break down the DGs into Working Groups dealing with specific policy areas will be taken by the Chair of the DGs, in consultation with the DGs as a whole. Groups may deal with one or more policy areas, and the make-up of Groups may be reformulated according to needs, but there should be no more than two Groups functioning at any time.

VI) COUNCIL OF MINISTERS

A) *Summary*

- Consists of relevant ministers from the member states
- Responsible for deciding which proposals will become law and which will not
- Formal rules of procedure
- Formal rules of decision-making
- **Goal:** to approve or reject legislative proposals from the Commission, and to discuss broad EU policies

B) *Background*

The Council of Ministers is the most powerful of the Union's institutions, the primary decision-making body of the EU, and the main forum for the representation of the national interests of the member states. (It is roughly analogous to the US Senate, while the European Parliament is analogous to the US House of Representatives.) National interests often conflict with each other and with what may be perceived as the "European" interest.

The Council is not one body, but several. Whether the foreign, economic, agriculture, or environment ministers are meeting, they all come under the general title of the Council of Ministers. EU-Midwest restricts itself to four councils:

- General Affairs and External Relations Council (GAERC) (foreign ministers)
- Economic and Financial Affairs Council (Ecofin) (economics/finance ministers)
- Agriculture and Fisheries Council (agriculture ministers)
- Environment Council (environment ministers)

The frequency of Council meetings is variable. The GAERC, Ecofin and the Agriculture and Fisheries Council usually meet monthly, Environment quarterly, and other councils as little as 1-3 times per year. (Councils of Ministers do not normally meet at the same time as the European Council, but - in order to show the relationship between them - EU-Midwest has all these meetings overlap.)

C) *Preparation*

Each delegate should do as much advance preparation as possible on the member state they are representing, the political background and portfolio of the minister they are role-playing, and the positions on European policy taken by their member state. They should also be clear on the role of the Council of Ministers in the EU policy-making process, and should come to EU-Midwest with specific policy objectives in mind.

In the course of the simulation, delegates role-playing ministers should make their decisions in the context of the political forces and pressures currently active in EU member states, and the national interests of the states they are representing.

D) *Format and Goals*

In each Council meeting, ministers will be seated in a specific order, with the minister from the Presidency at the head of the table.

MAJOR GOALS: to discuss - and vote on - legislative and policy proposals submitted by the European Commission. Ministers may either pass, amend, or reject Commission proposals. If a proposal is passed, the relevant group of directors-general should be notified. If it is rejected or amended, it should be sent back to the relevant group of directors-general for further deliberation. Ministers may also submit suggestions for new proposals to the directors-general.

E) *Rules of procedure*

- 1) **Chair.** The minister of the member state holding the Presidency of the EU will be in the chair. He/she will be deputized by the minister from the member state to his/her immediate left, who will be responsible for receiving proposals from the Commission and for conveying rejected proposals to the directors-general, and who may temporarily be given the chair at the discretion of the Chair. The Chair will have the sole and final power to open and close sessions, recognize speakers, place limits on floor times, control discussion and debate, caution or remove observers, and - if necessary - clear the room of everyone except faculty advisors and members of the Secretariat.

Given that the Chair is simply the first among equals in a group of national government ministers, due respect will be shown by the Chair to all members of his/her Council. Nevertheless, the Chair is allowed to take positions and to promote his/her own views and agenda.

- 2) **Speakers.** During sessions, only the relevant ministers will be allowed to speak, and then only at the discretion of the Chair. Speakers must address each other through the Chair.
- 3) **Voting procedure.** It is normal for Councils to reach decisions by allowing discussions to continue until a consensus is reached. In the event of a stalemate or impasse, the Council may use a *tour de table* (see page 8). If a vote is deemed necessary, it may take one of three forms:
 - a) a *simple majority* (used for procedural issues or when working under treaty articles). Each minister has one vote, although a vote is rarely taken. A majority is half of the ministers present plus one.

- b) *unanimity* (used rarely, mainly for votes on foreign policy, justice, and selected financial questions, or where the Council wants to amend a Commission proposal against the latter's wishes). Each minister has one vote; abstentions are permissible, and do not count against unanimity.
 - c) *a qualified majority* (used for almost all other decisions, such as amendments to, or elaboration of, existing or proposed laws or policies). For qualified majority votes, each member state is given a different number of votes in rough proportion to its population size, and the vote must meet a pre-set total in order to prevail – see Appendix 3 for details. Abstentions are allowed, and members may give their proxy to the delegate of another state.
- 4) **Workflow.** Each Council will be given several pre-agreed proposals for new laws and policies. Ministers should focus on these on Day One and Day Two, and begin discussing new Commission proposals as they begin arriving on Days Two and Three.

While ministers should devote adequate time to their discussions of each proposal, it is also critical that they relay their conclusions to the directors-general on a regular and ongoing basis. Please do not allow proposals upon which decisions have been made to become backed up.

NOTE: We only simulate the councils of foreign, economics, agriculture, and environment ministers at EU-Midwest, but Councils may occasionally receive proposals from the Commission that do not fit any of these four. In such cases, they should role-play the appropriate set of ministers.

VII) PRESIDENCY OF THE EUROPEAN UNION

A) *Background*

Taking turns by alphabetical order, each of the EU member states occupies the Presidency of the European Union for periods of six months.

The member state holding the Presidency is responsible for arranging and chairing all meetings of the Council of Ministers and the European Council, and for launching and building a consensus on initiatives. Holding the Presidency gives a member state the opportunity to guide the direction of the EU, and can reflect well or badly on that state, depending on how it does its job. The Presidency is expected to strive to bring agreement on as many issues as possible, and to try and engineer compromise where there is deadlock.

B) *Format and Goals*

For the purposes of EU-Midwest, “the Presidency” is defined as consisting of the following delegates:

- The prime minister of the country holding the presidency
- The four ministers of the country holding the presidency
- The president of the European Commission
- The Chair of the Directors-General

Members of the Presidency will chair all meetings, act as a primary source of policy initiatives, promote consensus, and identify all possible compromises.

It is particularly critical that members of the Presidency come to the simulation familiar with these rules of procedure.

C) *Meetings of the Presidency*

The Presidency will meet at selected times with the Secretariat to discuss organizational issues - see timetable for details. It is essential for the smooth functioning of EU-Midwest that all members of the Presidency attend these meetings.

VIII) SUMMARY WORKFLOW

EUROPEAN COUNCIL

Discuss, draft and agree a formal set of Conclusions of the Presidency.

Act as final court of arbitration if Commission and Council of Ministers are unable to reach agreement.

The Council works in isolation, other than meeting in two plenary sessions with the foreign ministers.

Deputy chair is responsible for conveyance.

DIRECTORS-GENERAL

Develop proposals for new laws and policies. Send to Commission for consideration.

Also, respond to requests from Commission for amendments and for proposals for new laws and policies.

Deputy chairs are responsible for conveyance.

EUROPEAN COMMISSION

Discuss and vote on proposals for new laws and policies received from directors-general.

Rejected proposals go back to directors-general for action. Adopted proposals go forward to relevant Council of Ministers for discussion and vote.

Vice-Presidents are responsible for conveyance.

COUNCIL OF MINISTERS

Discuss Commission proposals, and accept, amend, or reject. Send rejected proposals back to College of Commissioners if amendments needed.

Also, propose and discuss initiatives on foreign, economic, agricultural, and environmental policy.

Deputy chairs are responsible for conveyance.

IX) GENERAL RULES OF PROCEDURE

We want to keep meetings at EU-Midwest as informal as possible, and to avoid complicated rules of procedure. In addition to the specific rules for each forum listed earlier in this Guide, the following general rules will apply to all meetings at EU-Midwest except the European Council (which may adopt them if needed).

- 1) **Designations.** The term "European Community" will only be correct when referring specifically to the EC; at all other times "European Union" is correct. Delegates should also take care to distinguish between the Council of Ministers and the European Council when using the term "the Council".
- 2) **Power of the chair.** Ultimate power to oversee, direct and run each meeting will be vested in the Chair, who will have the sole power to open and close sessions, recognize speakers, set time limits on speakers and debates, control discussion and debate, and maintain order.

The Chair must make every effort to be fair, to avoid partisan behavior of any kind, to ensure the smooth flow of proceedings, to simulate as closely as possible the work of actual EU institutions, and to make sure that all discussions are relevant and as productive as possible.
- 3) **Responsibilities of delegates.** All delegates must attend all scheduled meetings. Any delegate who cannot avoid missing all or a substantial part of a meeting (i.e., more than ten minutes) must register their anticipated absence with the Chair in advance. They may appoint an alternate (who will have the powers and responsibilities of the delegate), or they may give their vote to another delegate. Either way, they should inform the Chair through a Point of Personal Privilege, otherwise they will lose all voting rights for the duration of their absence.

Delegates are encouraged to remain seated throughout each meeting, but may leave the chamber for short periods without the permission of the Chair. Anyone leaving a meeting chamber loses all voting rights for the duration of their absence unless they have appointed an alternate or given their proxy to the delegate of another state, and so informed the Chair.
- 4) **Disruptive behavior.** Delegates should remember at all times the importance of the three Cs: cooperation, compromise, and consensus. All delegates must at all times behave in accordance with the norms prevailing in a meeting among representatives of democratic governments, and should avoid any kind of disruptive behavior, defined as behavior that is hostile, aggressive, rude, or in any way interferes with the flow of the work of the meeting.

In the event of disruptive behavior by a delegate, the Chair may issue a formal warning to that delegate. If the delegate fails to co-operate after two formal warnings, the Chair may require the delegate to be silent for a specified time, or (as a last resort) may order the delegate to be expelled from the meeting chamber

for a specified time. A silenced delegate may vote, but any delegate expelled from a meeting will lose all voting rights for the duration of his/her absence.

It is left to the Chair to define "disruptive behavior", but it may include open hostility, verbal abuse, constant interruption, raising of voices, delaying tactics, sleeping, a refusal to follow the rules of procedure, a refusal to co-operate in decision-making, or consulting with another delegate in a manner that interferes with the smooth flow of the meeting.

- 5) **Voting.** Where votes are taken, they should normally be open, and made by roll call in order of seating, and recorded by the Deputy Chair. The Chair will be the last called to vote. Voting will be verbal, and expressed either as "Yes", "No", or "Abstain". Once a vote has been declared open, no-one will be allowed to speak other than to cast their vote. Once all votes have been cast, the Deputy Chair will tally the vote and immediately announce the result. The decision of the Deputy Chair on a tally will be final.
- 6) **Speaking.** Any delegate wishing to address any meeting must raise his/her hand and be recognized by the Chair. Verbal requests are not acceptable, nor is speaking out of turn. Delegates must remain seated while speaking. Speakers may not be interrupted by anyone but the Chair. Except in the European Council and the Commission, speakers should normally address each other through the Chair.
- 7) **Temporary adjournment.** A Chair or a delegate may call for a temporary adjournment of a meeting for a specified time (no more than ten minutes), and (if necessary) be given a maximum of one minute to explain his/her rationale. If at least two other delegates second the motion, it will immediately be put to a vote, and requires the support of a majority of delegates to succeed. The Chair will call a temporary adjournment if the vote is successful. No one delegate may call for an adjournment more than once in any one meeting.
- 8) **Closure of debate.** The Chair will normally decide on the closure of a debate, but a delegate may move for closure, and (if necessary) be given a maximum of one minute to explain his/her rationale. If at least two other delegates second the motion, it will immediately be put to a vote, and requires the support of a majority of delegates to be successful. The Chair will declare the debate closed if the vote is successful.
- 9) **Closure of meeting.** The Chair will normally decide on the closure of a meeting, but a delegate may move for closure, and (if necessary) be given a maximum of one minute to explain his/her rationale. If at least two other delegates second the motion, it will immediately be put to a vote, and requires unanimity to be successful. The Chair will then close the meeting if the vote is successful. No one delegate may call for a closure of a meeting more than once in any one meeting.

- 10) **Extension of meeting.** Any meeting may be extended as long as there is a consensus in favor, and as long as that extension does not prevent delegates from being at another previously scheduled meeting in another forum.
- 11) **Point of Order.** If, during a meeting, a delegate feels that the meeting is running in a manner contrary to these Rules, he/she may rise to a point of order. The Chair may overrule, or accept the appeal. If accepted, the Chair may make an immediate ruling, or ask the delegate to speak on the point of order for a maximum of one minute (but he/she may not speak on the subject of the debate). The Chair will then immediately rule on the point of order.
- 12) **Point of Information.** If a delegate wishes to obtain a clarification of procedure or of any other matter, he/she may rise to a point of information and receive clarification from the Chair or anyone else designated by the Chair.
- 13) **Point of Personal Privilege.** If a delegate wishes to raise a question, leave the room for an extended time, or make a request relating to personal comfort or their treatment by other delegates, he/she may rise to a point of personal privilege and receive an immediate ruling by the Chair.
- 14) **Votes of no confidence in the Chair.** While it is understood that all meetings at EU-Midwest will be run on the basis of mutual respect and understanding, it may be necessary in extraordinary circumstances - and solely as a last resort - to censure or remove the Chair.

If a delegate feels that the Chair is not giving fair time to all delegates, is being excessively partisan, is failing to keep order, is clearly failing to maintain the smooth progress of the meeting, or is otherwise failing to fulfill his/her duties in the best interests of the meeting, that delegate may call for a vote of no confidence. If another delegate seconds the motion, it will immediately be put to a vote, and requires the support of at least two-thirds of the delegates present to be successful. The Chair may not vote, but must record the name of the delegate making the motion.

If the vote goes against the Chair, the group may issue a verbal caution, remove the Chair from the meeting room for a specified time, or arrange temporary or permanent replacement of the Chair by an alternate. This will be decided either by consensus, or by a verbal vote, with each delegate having one vote, and a simple majority prevailing. Again, the Chair may not vote.

No more than two votes of no confidence may be called in any one meeting, and no one delegate may make such a call more than once during EU-Midwest.

If the Chair is removed through a vote of no confidence, his/her duties will be carried out for the duration of his/her removal by the designated Deputy Chair of the forum. If the President of the European Commission is so removed, remaining Commissioners must elect one of the two Vice-Presidents as a replacement. A deposed Chair will not lose his/her rights to participate and vote unless removed from the meeting chamber.

15) **Bargaining, coalition-building, and package deals.** These are normal elements in Union decision-making, and can be undertaken during formal meetings or in informal sessions outside meetings.

16) **Observers.** Anyone may visit any meeting during a session, observe the proceedings, and come and go as they wish, but may not address the meeting unless expressly asked to by the Chair, nor address other visitors in anything above a whisper, nor disturb the meeting in any way. Anyone who disrupts the proceedings may be cautioned by the Chair, who may also expel any observer from the room except faculty advisors and members of the Secretariat.

Faculty advisors may coach and assist delegates only outside formal meetings. They may visit meeting rooms and observe meetings, and they may confer briefly with delegates, but they cannot interfere with, interrupt or address any meeting, cannot overrule Chairs, have no voting rights, and should avoid conferring with delegates in a meeting chamber during a scheduled meeting. Above all, they should avoid giving advice on procedures and general goals, leaving this to the discretion of the Secretariat.

17) **Arbitration and the Secretariat.** In the event of problems, conflicts, or questions over procedure, the Chair may call for arbitration by a member of the Secretariat, whose decision will be final. In extraordinary circumstances, the Secretariat may - in consultation with the delegates from the member state holding the Presidency of the EU - replace any Chair.

A member of the Secretariat may - having given due notice to the Chair - briefly interrupt any meeting on a Point of Order or a Point of Information.

18) **Amendments to the rules.** None of these rules may be changed except by faculty advisors and members of the Secretariat meeting in committee.

A note on community spirit. The organization and running of EU-Midwest is built around an implied and unspoken honor code regarding the behavior and community spirit of delegates. All delegates are asked to conduct themselves at all times in a responsible and community-spirited manner. In the unlikely event of misbehavior by a delegate (e.g., damage to property, creating a public disturbance, breaking the law, etc.), that delegate must bear full responsibility for all consequences, and his/her delegation will also be held morally, financially and legally responsible.

The Secretariat also asks that delegates please do not remove souvenirs from their visit (such as flags, place settings, etc.), all of which were bought with funds raised specifically for that purpose. All flags are for sale - please ask the Secretariat.

X) TIMETABLE OF EVENTS

NOTE: This timetable is subject to change. If needed, a final timetable will be circulated at the Orientation meeting on Day One.

THURSDAY - DAY ONE

- 3.00-4.00 pm Registration.
- 3.30-4.00 pm Organizational meeting for Presidency, members of which should have made themselves known to Secretariat.
- 4.00-4.30 pm *All delegates:* Orientation meeting.
- 4.30-6.00 pm Time should be set aside at the beginning of the following meetings to allow every delegate to introduce themselves and to outline their goals and objectives.

European Council: Introductions and opening statements. Supplementary questions may be asked by delegates for information, but no discussion or debate should occur until all delegates have been able to make their statements.

Councils of Ministers: Introductions and opening statements. In particular, foreign ministers should begin discussing progress on the Common Foreign and Security Policy, economics ministers on economic issues, and agriculture ministers on the Common Agricultural Policy.

If time allows, ministers should also prioritize and begin discussions on pre-agreed legislative proposals.

European Commission: Introductions and opening statements. Brief discussions on pre-agreed legislative proposals.

Directors-general: Introductions and opening statements. Begin working through pre-distributed legislative proposals for relay to the Commission. Decisions on Working Groups.

FRIDAY - DAY TWO

9.30-10.45 am **All delegates:** Opening session.

10.45-11.00 am Break for refreshments.

11.00-1.00 pm **European Council:** Continue discussions from last evening.

Councils of Ministers: Separate meetings in committee to continue through further work is the directors-general in discussions from last evening (if necessary), and to work legislative proposals. Any proposals on which considered necessary should be returned to good time.

European Commission: Meeting to begin working through proposals received from the directors-general. The Commission should give priority at this meeting to proposals on economic, agricultural, and environmental policy issues (but should not ignore foreign policy proposals), and should be sure to give them all equal attention. The Commission should reach agreement on its first round of proposals in time for them to be distributed by the Vice-Presidents to the Chair of the appropriate Council of Ministers by 2.30 pm at the latest.

Directors-general: Meetings to discuss proposals. The directors-general should be sure to maintain a steady flow of proposals to the Commission.

1.00-1.15 pm **Presidency:** Organizational meeting with Secretariat.

1.00-2.30 pm Lunch. We recommend that delegations take at least 15 minutes to meet together to compare notes and discuss strategy.

2.30-5.00 pm **European Council and GAERC:** Continue discussions from this morning. Council and GAERC may opt to have joint plenary session. Chair: head of government of member state holding the Presidency.

2.30-5.00 pm

Ecofin, Agriculture and Fisheries Council, and Environment Council: Separate meetings in committee to discuss Commission proposals. Results to be relayed to College of Commissioners in batches as they are ready.

European Commission: Meeting to discuss proposals. Focus on foreign policy issues. Any proposals agreed should be distributed by the Vice-Presidents to the Chair of the appropriate Council of Ministers in good time.

Directors-general: Meetings to discuss proposals.

5.00-5.15 pm

Presidency: Organizational meeting with Secretariat.

SATURDAY - DAY THREE

9.30-10.45 am

European Council: Continue discussions on the Conclusions of the Presidency.

Councils of Ministers: Separate meetings in committee to discuss and/or vote on Commission proposals. Results should be relayed to the Commission by each Deputy Chair by 11.00 am at the latest.

European Commission: Meeting to discuss responses on proposed policies and legislation from Councils of Ministers. Results should be relayed to the relevant Council by the Vice-Presidents by 11.00 am at the latest.

Directors-general: As above.

10.45-11.00 am

Break for refreshments.

11.00-11.45 am

Faculty advisors: Annual meeting.

11.00-1.00 pm

European Council: Continue discussions on Conclusions of the Presidency.

Councils of Ministers: Separate meetings in committee to discuss and/or vote on Commission proposals (continued).

European Commission: Meeting to discuss responses on proposed policies and legislation from Councils of Ministers (continued).

Directors-general: As above.

12.30-12.45 am	All delegates: Take short break to vote on awards for best delegations and delegates. Ballots will be distributed and collected by Secretariat. All delegates are eligible for consideration, but no delegate should vote for themselves.
1.00-1.15 pm	Presidency: Organizational meeting with Secretariat.
1.00-2.30 pm	Lunch.
2.30-3.30 pm	<p>European Council and GAERC: Continue discussions from this morning. Council and GAERC may opt to have joint plenary session. Conclusions of the Presidency must be agreed by 3.30 pm. Chair: head of government of member state holding the Presidency.</p> <p>Ecofin: Meet to take final votes on Commission proposals.</p> <p>Agriculture and Fisheries Council: Meet to take final votes on Commission proposals.</p> <p>Environment Council: Meet to take final votes on Commission proposals.</p> <p>European Commission: Discuss responses from Councils of Ministers.</p> <p>Directors-general: Discuss responses from Council of Ministers.</p> <p>(During this time, the Commission may - if deemed necessary - meet in plenary session with any of the Councils of Ministers, or the directors-general, to reach final agreement on remaining proposals).</p>
3.30-4.00 pm (approx)	All delegates: Closing session, announcement of final Conclusions of the Presidency, and presentation of awards. NOTE: The time of this final session is subject to change.

APPENDIX 1

Template legislative proposal. *Each proposal should be no more than one page long, single-spaced, and should use the following format (which is a very simplified version of the format of actual EU legislative proposals):*

Title: Directive on emissions from pre-1989 road vehicles

Background: The European Union has a long history of legislative responses to acid pollution problems, including directives and regulations aimed at reducing emissions of sulfur dioxide (SO₂) and nitrogen oxides (NO_x), two of the primary pollutants involved in the formation of acid pollution. Most recently, Directives 84/119 and 87/2345 obliged member states to introduce lead-free fuel by the end of 1988, and Directive 89/12 required the fitting of catalytic converters to all new road vehicles manufactured in, or imported to, the European Union after 1989.

Rationale: While existing legislation has contributed toward reductions of 77% and 55% - respectively - in SO₂ and NO_x emissions in the period 1980-2005, acid pollution remains a problem throughout the European Union, contributing to damage to forests, lakes, and soils, and creating health problems in major urban centers. Further action is needed, in particular to accelerate reductions in NO_x emissions, in which road vehicles are primarily implicated.

Content: The proposed new directive would build on Directive 89/12 by requiring the retrofitting of catalytic converters to all vehicles on European roads, regardless of their year of manufacture.

The cost would be borne by the vehicle owners, and the retrofitting would be completed by December 31, 2010. The owners of any vehicles found to be without catalytic converters after that date would be subject to penalties.

While the program will incur significant costs for the owners of such vehicles, the European Commission feels that the costs will be more than offset by the benefits of a healthier urban population, subject to fewer health problems and missing fewer days from work.

(Note: This is a purely imaginary proposal, quoting fictional earlier legislation. You could follow this same route, or borrow and adapt from actual proposals currently working their way through the EU legislative process, and published in EU documents.)

APPENDIX 2

Qualified majority voting. *In the Council of Ministers, qualified majority voting should be carried out using the following formula:*

Votes per country

Germany	29	Belgium	12	Lithuania	7
UK	29	Hungary	12	Latvia	4
France	29	Portugal	12	Slovenia	4
Italy	29	Austria	10	Estonia	4
Spain	27	Bulgaria	10	Cyprus	4
Poland	27	Sweden	10	Luxembourg	4
Romania	14	Slovakia	7	Malta	3
Netherlands	13	Denmark	7		
Greece	12	Finland	7		
Czech Republic	12	Ireland	7	Total	345

Population (millions, rounded out)

Germany	83	Czech Republic	10	Lithuania	4
France	59	Hungary	10	Latvia	2
UK	59	Portugal	10	Slovenia	2
Italy	58	Sweden	9	Cyprus	1
Spain	41	Austria	8	Estonia	1
Poland	39	Bulgaria	8	Luxembourg	1
Romania	22	Denmark	5	Malta	1
Netherlands	16	Finland	5		
Greece	11	Slovakia	5		
Belgium	10	Ireland	4	Total	489

To be successful, a proposal must win at least 255 votes, from a majority of states (that is, 14), which together must be home to at least 62 percent of the EU population (that is, 303 million people).

If your council does not have a full membership of 27 delegates, then you should pro rate the majorities involved on the basis of the countries represented.