



MIDWEST MODEL EUROPEAN UNION SIMULATION GUIDE

This is the guide for the Midwest Model European Union (EU-Midwest), which will be held this year on the campus of Indiana University in Bloomington, 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.

All participating students should have a copy of this Guide with them at all times during the simulation.

GENERAL INFORMATION

Location. All meetings are held on the campus of Indiana University in Bloomington, Indiana.

Conference Secretariat. Responsible for overseeing the functioning of EU-Midwest. It can be contacted through any of the following:

Address: Institute for European Studies, IUB
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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 use a minimum of formal procedures. 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.indiana.edu/~euroinst/midwest-model-european-union>

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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 EUR-Lex web site at <http://eur-lex.europa.eu/homepage.html>, and upload these to the Dropbox account which all advisors will be given access to. These will form the basis of discussions in the Commission, among directors-general, and in the Council of Ministers. All proposals should be in one of the following areas: foreign policy, economic/financial affairs, environment, and justice and home affairs. (See Appendix 1 for the template.)
- 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 European Commissioner
- 1 foreign minister, who will be Deputy Head of Delegation
- 1 economics or finance minister
- 1 environment minister
- 1 justice and home affairs minister
- 1 director-general

If you do not have enough members for a full team, fill the positions in the order listed above. The minimum desirable number of members for a team is five.

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

III) PRESIDENCY OF THE EUROPEAN UNION

A) Background

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

The member state holding the Presidency is responsible for arranging and chairing all meetings of the Council of Ministers (except Foreign Affairs), and for launching and building a consensus on initiatives. Holding the Presidency gives a member state the opportunity to guide the direction of the Council of Ministers, 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 differently, and consists of the following delegates:

- The president of the European Council
- The environment and economics ministers of the member state holding the presidency
- The High Representative of the Union for Foreign Affairs and Security Policy
- 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 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.

IV) SUMMARY WORKFLOW

EUROPEAN COUNCIL	DIRECTORS-GENERAL	EUROPEAN COMMISSION	COUNCIL OF MINISTERS
<p>Discuss, draft and agree a formal set of Conclusions.</p> <p>The Council works in isolation, other than meeting in plenary sessions (as needed) with the foreign ministers.</p>	<p>Develop proposals for new laws and policies. Send to Commission for consideration.</p> <p>Also, respond to requests from Commission for amendments and for proposals for new laws and policies.</p>	<p>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.</p>	<p>Discuss proposals from Commission, and accept, mend, or reject. Send rejected proposals back to College of Commissioners if amendments needed.</p> <p>Also, propose and discuss initiatives on foreign, economic, environmental, and justice and home affairs policy.</p>

V) GENERAL RULES OF PROCEDURE

In order to keep meetings at EU-Midwest as informal as possible, we 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.

- 1) **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.

- 2) **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 during 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.

- 3) **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 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 cooperate in decision-making, or consulting with another delegate in a manner that interferes with the smooth flow of the meeting.

- 4) **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.
- 5) **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.
- 6) **Temporary adjournment.** A Chair or a delegate may call for a temporary adjournment 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 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.
- 7) **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.
- 8) **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.
- 9) **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.

- 10) **Point of Order.** If a delegate feels that a 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 rule on the point of order.
- 11) **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.
- 12) **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.
- 13) **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 – as a last resort - 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.

- 14) **Bargaining, coalition-building, and package deals.** These are normal elements in EU decision-making, and can be undertaken during formal meetings or in informal sessions outside meetings.
- 15) **Laptops and cellphones.** These may be used only by the president and deputy of each room. Participants in MMEU are to prepare for their work in advance by learning about the countries/positions which they are representing. Access to Internet search engines detracts from that objective.
- 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.
- 17) **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. EU-Midwest is built around an implied honor code regarding the behavior and community spirit of delegates. All delegates are asked to conduct themselves 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, 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 for that purpose.

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 simplified version of the format of actual EU legislative proposals):*

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, 2012. 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	Ireland	7
UK	29	Hungary	12	Lithuania	7
France	29	Portugal	12	Latvia	4
Italy	29	Austria	10	Slovenia	4
Spain	27	Bulgaria	10	Estonia	4
Poland	27	Sweden	10	Cyprus	4
Romania	14	Slovakia	7	Luxembourg	4
Netherlands	13	Croatia	7	Malta	3
Greece	12	Denmark	7		
Czech Republic	12	Finland	7	Total	352

Population (millions, rounded out)

Germany	81	Czech Republic	11	Croatia	4
France	66	Portugal	10	Lithuania	3
UK	64	Hungary	10	Latvia	2
Italy	61	Sweden	10	Slovenia	2
Spain	47	Austria	9	Cyprus	1
Poland	38	Bulgaria	7	Estonia	1
Romania	20	Denmark	6	Luxembourg	1
Netherlands	17	Finland	5	Malta	1
Greece	11	Slovakia	5		
Belgium	11	Ireland	5	Total	510

To be successful, a proposal must win at least 255 votes, from a majority of states (that is, 15), which together must be home to at least 65 percent of the EU population (that is, 325 million people).

If your council does not have a full membership of 28 delegates, then you should pro rate the majorities involved on the basis of the countries represented.