Interdisciplinary Training on EU Security, Resilience and Sustainability (EUSecure) - A Simulation Supported Massive Open Online Course (SimMOOC)

Intellectual Output No. 3.
Handbook for the EU Secure Simulation

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EUSecure Handbook for Simulation

Foreword

In the Framework of the EUSecure Project: An interdisciplinary training on EU security, resilience and sustainability – A simulation supported massive open online course (Project ID: 2020-1-HU01-KA203-078719) and as an essential part of the EUSecure SimMOOC, this manual has been prepared for teachers and trainers guiding students through an EU decision making simulation in a crisis situation. The Simulation exercise is a simulation game that requires live moderation by teachers or trainers. This guidebook is designed for a blended virtual and physical simulation and is easy to adapt to a variety of cases, and should be used as a manual by teachers, trainers or other mediators who wish to set up the simulation exercise completing the EUSecure SimMOOC Course.

The subject of an EUSecure simulation exercise must draw on real problems, such as the appearance of a pandemic, a climate catastrophe elevating sea level, a military attack, or a cyber burn-down etc. The Manual describes in detail the methodology, the necessary preparatory steps and description of potential scenes. The Simulation Handbook provides teachers with moderating techniques, communication tools as well.

The manual will provide transdisciplinary outline and conjuncture points in order to have the possibility to involve students from the widest area of disciplines.

The manual is adaptable for a number of participants from 10 to 300. Tools for adaptability to different sizes of participants are also included in the manual.

As an annex, the guidebook provides a description and lessons learnt of a simulation exercise already conducted in the framework of piloting the EUSecure SimMOOC, still during the EUSecure project implementation period.

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1. Introduction: Why modelling decision-making?

In today's teaching methods, interactive techniques have become widely used. Next to the classic frontal education, instructors and teachers are trying to make students involved. Modelling and simulation exercises are useful because students are able to apply their theoretical knowledge in practice. Simulations are great to develop negotiation, debate, analytical and organisational skills. Students are going to be able to elaborate negotiation positions and strategies, to use public speaking skills, and to set up coalitions. They are going to achieve detailed knowledge regarding the topic and the actors of the simulation.

Modelling exercises are useful for subjects which are focusing on the functioning and decision-making of different political systems, organisations, institutions or negotiation techniques. During a semester for one subject, one simulation can be used as an exam or a mid-term assignment.

On the following pages we are going to show how to organise and set up a modelling exercise in a blended or a conventional form.

2. Methodology

2.1. Subject and format of the simulation

The core issue regarding any kind of modelling exercise is the subject and the topic. If the simulation is integrated into a class-activity, the subject will be part of the syllabus. However, it is really important that the subject be a real contemporary case. For instance, if the task is to model the EU decision-making, then a real proposal is chosen to debate. It can be also helpful if the subject is a relevant and also, politically speaking, hot issue which increases the attention of the students.

The characteristics of simulations out of the curriculum, the requirements are the same, but the organisers can choose more freely the main topic. However, if the simulation exercise is not related to a given university class, then it is useful to pick an issue which requires a

multidisciplinary approach. Thanks to this character, students with different backgrounds can participate and get involved in the task.

There are several possible formats for simulations. The classic in-person, in-class one, the in-person non-curricular one, and the online and blended versions of these.

The classic in-person, in-class simulations are widely used as evaluation methods for university classes. The participants are the students of the seminar, so the instructor shall choose an institution where the number of the actors involved in the decision-making is approximately similar to that of the students. For instance, in the case of a group of 20-30 people, in the EU framework the Council or the EC can be a good pick. Over 30 participants, different institutions can be modelled at the same time, showing the inter-institutional logic as well.

The widely used in-person non-curricular simulations are usually organised as separate events where participants are welcomed from different universities, organisations and so on. Among these we can find ad hoc and permanent ones as well. One of the most well-known permanent ones is the MUN (Model United Nations), which has been organised since 1921. This simulation covers the decision-making processes of the United Nations, where the participants have to prepare their positions and advocate for the country they are representing.

However, universities usually organise bigger ad hoc in-person simulations within their institutional setup. These modelling activities are usually centred around special current issues which could be relevant for the profile of the institution. A possible example for this 'best practice' is the Joint Public Service Simulation of the University of Public Service, Budapest, Hungary. This institution trains public officials for the armed forces (policy and army), for the fire department and for the public administration (local and national governments). During this joint training all of the students of the different faculties are reacting to the same challenge presented by the organisers and they have to cooperate with each other. Consequently, the students will learn the processes and the ways of cooperation with all of the different branches of the public services in a possible case of an extraordinary event.

The number of participants in this setup is usually high; from 30 up to 200. In the case of the Joint Public Service Simulation the number of participants is usually close to 1,000. Due to the high number of students, in the case of these simulations it is useful to form teams from the participants. This way the students will gain collaborative skills as well.

These simulations can be organised in online form, too. However, in the case of the non-curricular simulations, due to the high number of participants, organisers should provide a solid IT background, to guarantee the flawless functioning of the modelling. With over 40 participants, help from the IT department is crucial. However, the online simulations have several advantages; international partners can be easily and economically involved and the general costs are going to be lower as well.

The newest version of the modelling activities is the blended or hybrid format. In this case the exercise partially happens in-person and partially online. It is an innovative and rather useful format, because it opens a lot of new possibilities. In the case of an international cooperation, the preparatory phases and the team consultations can be organised locally in-person format, meanwhile the negotiation itself can be held online, with the simultaneous participation of students from different countries. The blended formation is also advantageous for local modelling tasks as well. In this scenario, the preparatory phase can be organised in an online and non-live formation, with the use of different online platforms.

According to our understanding all formations are good and easily applicable to most of the situations. The choice mostly depends on the goals to fulfil.

If the simulation is meant to be an evaluation of the students' studies and work, then a smaller, in-class simulation in an in-person or blended formation is adequate. This way the students will be able to prepare their positions and, scheduled to their university timetable, they will be able to present their practical skills - implementing their academic knowledge.

If the goal is to achieve a more interdisciplinary approach and also create an event to the whole university or to an international group, then a non-curricular modelling task is suitable. It can be in any format, however, if the financial resources are missing, then a blended or an online format seems to be better.

The same elements are valid regarding the size of the simulation. It depends on the available financial and human resources. While an in-class simulation is practically free, a blended ad hoc international modelling exercise requires a large amount of organisation, instructors and extra funds to cover the costs.

2.2. Preparation for instructors and students

Every form of simulation requires preparation both from the side of the instructors and from the students. The first step for the instructors is to decide how much involvement is required from them. The subject of the simulation, or the group of subjects at least, must always be picked by the teachers. From this point there are different paths to follow. If the students are not used to modelling institutions, then a greater involvement is needed. In this case the instructors will have to elaborate the negotiation positions, defining the tangible elements of the negotiation (anchor, target, BATNA, reservation point). The red lines, the yellow lines and the green lines are all given to the students. After the preparatory phase, it is also useful if an instructor chairs the debate.

If simulation exercises are well-known by the participants, then after the choice of the subject, the instructors' task is only to give some basic reading material to the students or group of students.

Regarding the reading materials, it is really important that the students can have access to manuals regarding negotiation methods and techniques, and readings about the exact topic of the debate as well. For instance, if the topic of the simulation is a draft EU law, and the students will model one formation of the Council of the European Union, then they will be provided with some manuals regarding the institution and the policy in question, the proposal itself, and some negotiation handbook as well. If there are no available reading materials, then instructors can prepare them. In the case of large-scale simulations, with proper resources, the elaboration of such documents can be considered as part of the preparation.

The other important task of the instructors is to define the structure and the schedule of the debate itself. This helps the students with their preparation, letting them know how much time they have for public speaking and for debate with their peers.

Regarding the students, the preparation is crucial. If they have access to the negotiation handbooks and to the subjective reading materials, they should be motivated to deepen their knowledge regarding the subject in question. If some students arrive to the simulation unprepared, that will paralyse the whole exercise. The most important element is to recognize that a negotiation is not an exam, where they are expected to play out all of their cards at once. Another important element is, that they should oversee the tangible elements of negotiation,

understand the logic and the functioning of the modelled institution and also the policy issue. However, they are not expected to be experts of the field, but to represent the actor they were assigned and achieve their negotiation goals.

2.3. Moderating Techniques & Communication Tools

2.3.1 Simulation as an educational tool

Simulation-based learning offers a wide range of opportunities to practice complex skills in higher education and to implement different types of scaffolding to facilitate effective learning. Simulations are among the most effective means to facilitate learning complex skills across domains and different scaffolding types can facilitate simulation-based learning during different phases of the development of knowledge and skills.[1]

Simulation learning allows students to practice critical work-related skills in a controlled environment where mistakes are okay and creativity contributes to better understanding of the subject matter. Simulation learning can take a variety of forms and can be implemented in many different formats according to the available technology and resources.

Efficiently guiding and moderating university simulations demands exceptional communication techniques. **Simulation-based learning**, an invaluable pedagogical tool, enables students to refine skills within a controlled setting. The potency of simulations lies in their capacity to enact real-world scenarios, sharpening both technical and communication proficiencies. Particularly relevant in hybrid and online learning, simulations address the challenge of practicing skills remotely while providing students with practical, career-oriented preparation.[2]

The benefits of simulation learning are multifaceted. Lower costs, enhanced safety, engagement, and skill transferability make simulations indispensable. Technical skills and domain-specific expertise are mastered through repeated exposure. Problem-solving skills,

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[1]Simulation-Based Learning in Higher Education: A Meta-Analysis, CHERNIKOVKA et al., Sage Journals, Volume 90 Issue 4, August 2020, https://journals.sagepub.com/doi/full/10.3102/0034654320933544
[2] https://www.researchgate.net/publication/260983588_A_teacher's_guide_to_moderating_online_discussion _forums_From_theory_to_practice

critical in various professions, demand practice in time management, critical thinking, prioritization, and decision-making. Crucially, simulations foster communication prowess, refining listening, discussing, negotiating, reporting, and presenting skills. Such holistic development necessitates practice, and simulations offer precisely that.

Simulation learning is a strategy that educators can use not only to teach course concepts, but also to provide students with opportunities to apply new skills, knowledge, and ideas in a practice setting that mirrors the real world. Simulations help develop key skills through trial and error in a safe, controlled setting before you move on to practice in real life.

The EUSecure Simulation has to incorporate some or all of the following traits:

✓ **Environment**

The EUSecure simulation is set in different negotiation rooms of the EU institutions, in particular the Council of the European Union. When in-person simulation is conducted, different classrooms, or if on-line, different "meeting rooms" may be set-up to provide space for negotiating in the different working groups or council formations, informal meetings or the European Council itself.

✓ **Scenarios**

The initial problem(s) to solve and/or the situation to react to in a specific context has to be drawn up. Necessary time frame and set of tools or resources have to be explained both in imaginary (simulated) and real (that is, classroom) conditions.

✓ **Open-Ended**

Simulations often require making a series of decisions. Each decision impacts the progress made in that scenario and determines what decisions will be made next. There may be multiple potential solutions, with no one right path forward.

✓ **Role-Playing**

The EUSecure Simulation places participants in a specific role within the scenario. It requires collaboration with learners in other roles who are working through the same problem but from different perspectives.

✓ **Guided Participation**

The instructor has a key role in facilitating the entire process: he/she has to set-up the scenario and provides for guidance both technically and professionally. In case of a large number of participants and multiple scenes and scenarios, an assistant's help may be necessary.

✓ **Reflection**

Simulations rely on structured reflection — through discussion, journaling, and other assignments — to evaluate the decisions that were made, they have to be connected to the outcomes they led to. It has to be evaluated and reinforced what has been learned from the experience.

The EUSecure Simulation is beneficial both in acquiring knowledge and improving skills. 1) By immersing in a negotiating environment, the understanding of the security questions, the international community's approach to problem solving, the method of international negotiations and role of the different EU institutions is attained. 2) Problem -solving and other soft skills are developed unnoticed, since successful solutions require time management, critical thinking, prioritizing, creativity and decision-making. 3) Communication skills include activities that let students practice communicating and collaborating with teammates, replicating what will be required in an actual work setting (e.g., listening, discussing, negotiating, reporting, and presenting). 4) Technical skills are developed when reading EU official documents, practicing the rules of negotiations, using computer tools and foreign language skills are naturally improved.

2.3.2 Guiding Steps for and Efficient EUSecure Simulation

To guide and moderate simulations efficiently:

1.   Preparation: Understand and make understood instructions and requirements, including any necessary equipment.

2.   Instructor Role: Instructors play a pivotal role in setting up scenarios and providing support.

3.   Active Participation: Engage fully, making decisions and collaborating with teammates.

4.   Reflection: Embrace structured reflection to analyse decisions, outcomes, and lessons.

5.   Challenge: Embrace difficulty; meaningful learning arises from overcoming challenges.

6.   Feedback Loop: Engage in continuous feedback and improvement cycles.

7.   Adaptability: Be prepared to adapt and iterate as learning needs evolve.

1. Credits: https://www.dal.ca/dept/clt/sim
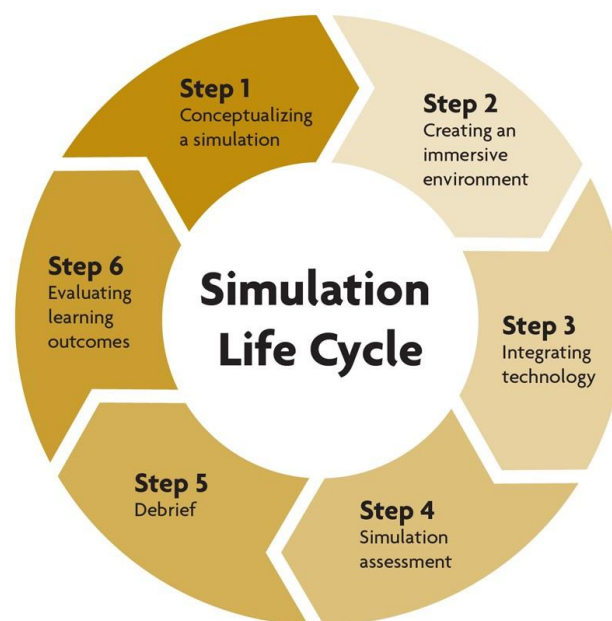
2.3.3 Moderating Techniques for Conducting the EUSecure Simulation Exercise

Guiding through an EUSecure simulation involves providing students with effective support and direction as they navigate the intricacies of the simulation. Here's a step-by-step guide on how to facilitate and guide students through an EUSecure simulation.

1) Preparation and Familiarization
⇨ Before the simulation, ensure that both you and the students are familiar with the simulation's objectives, rules and mechanisms.

⇨ Make understood the specific skills and knowledge the simulation aims to develop.

⇨ Generally spoken, learners with high prior knowledge benefit more from reflection phases; learners with low prior knowledge learn better when supported by examples.

2) Introduction

⇨ Start by introducing the simulation to the students. Explain the context and objectives of the simulation.

⇨ Outline the key concepts, roles and scenarios they will encounter during the simulation.

3) Provide Clear Instructions:

⇨ Clearly explain the rules, guidelines and expectations for participation in the simulation.

⇨ Clarify any doubts or questions the students may have about the simulation process.

4) Modelling and Demonstration

⇨ If possible, provide a demonstration or modelling of how to navigate the simulation. Show the students how to make decisions and interact within the simulation environment.

5) Scaffolded Learning

⇨ Offer scaffolding in the initial stages of the simulation. Provide more guidance and support as students get acquainted with the interface and concepts.

⇨ Gradually reduce the level of support as students become more confident and capable.

6) Feedback and Reflection

⇨ During the simulation, provide timely and constructive feedback on students' decisions and actions. Highlight strengths and suggest improvements.

⇨ Encourage students to reflect on their choices and their outcomes. Discuss the consequences of different decisions.

7) Encourage Critical Thinking

⇨ Pose thought-provoking questions that encourage students to analyse situations from different angles.

⇨ Prompt them to consider the potential implications of their decisions within the context of the simulation.

8) Individual and Group Activities

⇨ Balance individual decision-making with collaborative group activities. This allows students to learn from each other and share diverse perspectives.

9) Problem-Solving

⇨ Guide students through problem-solving exercises within the simulation. Encourage them to devise strategies to address challenges and achieve goals.

10) Regular Check-Ups

⇨ Regularly check up with students to see how they are progressing and if they have any questions or concerns.

⇨ Address any difficulties they might be facing and offer assistance accordingly.

11) Encourage Engagement

⇨ Foster engagement by creating a supportive and interactive learning environment. Encourage students to actively participate and contribute.

12) Debriefing

⇨ At the end of the simulation, conduct a debriefing session. Discuss the overall experience, outcomes, and lessons learned.

⇨ Reflect on the decisions made and the impact of those decisions on the simulation's outcomes.

13) Reflect on Learning Objectives

⇨ Revisit the initial learning objectives and discuss how well the students were able to meet them through their participation in the simulation.

14) Encourage Application

⇨ Emphasize the transferability of skills learned in the simulation to real-world scenarios. Discuss how the experience can be relevant in practical contexts.

15) Provide Resources

⇨ Offer additional resources, readings, or materials related to the concepts covered in the simulation for further exploration and learning.

⇨ Remember, guiding through an EUSecure simulation involves finding a balance between offering support and allowing students to independently explore and learn from the simulation experience. Adjust your guidance based on the students' progress and individual needs.

2.3.4 Communication Techniques for an Efficient EUSecure Simulation Exercise

Moderating a simulation effectively requires employing various communication techniques to guide participants, facilitate learning, and ensure a smooth experience. Here are some important communication techniques to consider when moderating a simulation.

Clear Instructions and Expectations:
- ✓ Begin by providing clear and concise instructions about the simulation's objectives, rules, and mechanisms.
- ✓ Set expectations for participants' behaviour, engagement level, and the learning outcomes they should strive to achieve.

Active Listening:
- ✓ Pay close attention to participants' questions, comments, and concerns.
- ✓ Demonstrate that you are actively engaged in the simulation and value their contributions.

Open Communication Channels:
- ✓ Establish channels for participants to communicate with you and each other, such as chat platforms, discussion forums, or virtual meetings.
- ✓ Ensure that participants can easily reach out to you for guidance or support.

Timely Responses:

- ✓ Respond promptly to participants' queries and messages. Quick and helpful responses enhance their experience and maintain engagement.

Encourage Collaboration:

- ✓ Foster a collaborative atmosphere where participants feel comfortable working together and sharing ideas.
- ✓ Use communication to promote group discussions, peer learning, and problem-solving.

Provide Constructive Feedback:

- ✓ Offer feedback that is specific, actionable, and supportive. Highlight both strengths and areas for improvement.
- ✓ Frame feedback as a tool for growth and development.

Ask Thoughtful Questions:

- ✓ Pose questions that prompt participants to think critically, analyse situations, and consider different perspectives.
- ✓ Encourage them to reflect on their decisions and their potential impact.

Facilitate Reflection:

- ✓ Incorporate moments of reflection into the simulation experience. Encourage participants to think about their choices, outcomes, and lessons learned.

Clarify and Summarize:

- ✓ Summarize key points, decisions, or insights at various stages of the simulation to ensure everyone is on the same page.
- ✓ Clarify any confusion or misconceptions that may arise during the simulation.

Adapt Communication Style:

- ✓ Adapt your communication style to suit the needs of different participants. Some may prefer more guidance, while others may thrive with more autonomy.

Manage Conflict and Disagreements:

- ✓ Address conflicts or disagreements among participants in a calm and diplomatic manner.
- ✓ Encourage respectful dialogue and offer guidance on how to resolve conflicts constructively.

Stay Neutral and Objective:

- ✓ Maintain a neutral stance to ensure fairness and objectivity. Avoid taking sides or favouring specific participants.

Empower Decision-Making:

- ✓ Guide participants to make informed decisions rather than provide direct answers. Empower them to explore options and weigh consequences.

Time Management:

- ✓ Keep track of time and remind participants of milestones, deadlines, or time-sensitive tasks within the simulation.

Adaptability:

- ✓ Be adaptable to unexpected situations or changes within the simulation. Adjust your communication strategies as needed.

Debrief and Reflection:

- ✓ Conclude the simulation with a debriefing session where participants can share their experiences, insights, and takeaways.
- ✓ Encourage participants to reflect on their learning journey and how it can be applied in real-world contexts.

By employing these communication techniques, you can create an engaging and enriching simulation experience, effectively guiding participants and fostering meaningful learning outcomes.

3. Modelling the European Union - Theory

3.1. Introduction

On the following pages we are going to describe how we can organise simulations for the different forms of European decision-making.[3]

Simulating the EU's institutions gives a useful background about EU politics to the students, consequently they can be widely used for any EU related subject. The most important question is what subject and which institution (or institutions) will be modelled.

The topic should be chosen from some actual politically heated issue of the EU agenda or an interesting policy issue. All the ongoing law making with their relevant documents are available on the website of the Commission, the Parliament and the Council.

Regarding the institution(s) to cover, instructors need to choose one which fits the best the number of the students. For smaller groups, Council preparatory meetings or EP parliamentary committees, or the trialogue could be a proper choice. For medium-sized classes any setup of the Council or the EC are good choices, while for larger simulation exercises, different institutions could be modelled at the same time, showing the inter-institutional relations to the students as well.

On the following pages we are going to present the basic EU institutions and their internal structures to give a hint regarding the possible choices for the instructors.

3.2. Council of the European Union

The Council of the European Union [Council] is one of the EU's co-legislators. It means that, in the case of the ordinary law-making procedure, this institution can create secondary legal acts (regulations, directives, decisions, recommendations and opinions) together with the

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[3] In this manual by European decision-making we mean the European Union's procedures.

European Parliament. However, in special cases, where the Treaty on The Functioning of the European Union [TFEU] or the Treaty on The European Union [TEU] prescribes it, the Council can legislate on its own. Consequently, the organisers must be aware if the chosen subject falls under the ordinary or the extraordinary law-making procedures.

Members of the Council are the representatives of every Member State, always chaired by the one coming from the country which gives the rotating presidency. Due to this, if the organisers decide that an instructor should chair the debate, the representative of the presidency should be played by him/her.

Due to the fact that the members of each and every level of the Council are representatives of the Member States' governments and public administrations, this forum is the field for advocacy for the national interest. Every official in the Council arrives with a mandate from their capitals and they are seeking to achieve the will of the governments. Consequently, instructors or students must take into consideration which are the national needs and goals, during the elaboration of their negotiation position.

The basic decision-making method of the Council is the so-called qualified majority voting [QMV], which requires 55% of the Member States (currently 15 countries), who must represent 65% of the total EU population. However, this is valid only if the proposal is coming from the European Commission. If some other actor sends the proposal or its modification, then 72% of the Member States must support the decision (currently 20 countries). It is also important that, if 4 Member States representing at least 35% of the population are opposing the proposal, it is blocked by the so-called 'blocking minority'.

The Council has three formal levels. First, the entry level, the so-called working groups. Above those we can find the Committee of the Permanent Representatives (*Comité des Representants Permanents* in French), the so-called COREPER. The final level which formally takes the decisions is the Council of Ministers. However, it is possible to organise a simulation for the informal parts of the Council as well. We have three officially acknowledged groups which help at all the three levels, the Mertens, the Antici and the Nicolaidis groups. The first one, originally assigned to the COREPER I, is responsible for the more communitarian topics, like trade, consumer protection, fishery and agriculture. The Antici group, composed by the senior EU diplomats and originally assigned to the COREPER II, seeks to achieve compromise on the more intergovernmental fields, like general affairs, economic and financial issues, foreign and

internal affairs. The third, latest born one, focuses on the Common Foreign and Security Policy, because it supports the Political and Security Committee, a special body of the Council, focused on international affairs.

Next to these formally recognised preparatory bodies, several other informal groups can be found on an ad hoc or a permanent basis. All of these are good choices for simulation.

3.2.1. Working Groups

Working Groups or working parties or committees[4] form the entry level of the Council. We can find more than 150 groups, all of them highly specialised in an exact policy field. The Commission proposal is assigned to as many groups as necessary.

Members of the working groups are officials coming from the different relevant ministries of the countries and the policy diplomats of the Member States' permanent representations. The main task here is to find the common ground regarding the Commission's proposals and detect those elements which require further negotiations on a higher political level. Member States should express all of their doubts and problems with the proposal on this level to make it possible to resolve in the COREPER or among the ministers.

At the working groups each member follows their national mandate, elaborated by their national public administration responsible for EU affairs.

The working group meetings are always chaired by a national official from the country of the rotating presidency. They usually negotiate until they realise whether they are able to reach a consensus or the involvement of the higher levels are indispensable. Although a consensus, when no one is against the decision, seems to be hard to achieve, the WGs succeed most of the time (over 70%). If consensus is made, the file is signed with a letter 'I', showing that an informal agreement has been reached. These issues, except extraordinary cases, are automatically accepted by the higher levels. If there is no consensus, the working groups, with all the necessary information gained during the meeting, send the issue to the COREPER's level.

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[4] In this manual we are using the expression 'working group'.

3.2.2. Committee of the Permanent Representatives – COREPER

The Committee of the Permanent Representatives (COREPER) is composed by the permanent representatives of the Member States, located in Brussels. The committee has two formations: the COREPER I and the COREPER II. The COREPER II is the summit of the leaders of the national permanent representations, the so-called EU ambassadors. They are responsible for the politically more important and heated issues. Their task is to create the agenda for the following formations of the ministers; the General Affairs Council [GAC], the Economic and Financial Affairs Council [ECOFIN], the Foreign Affairs Council [FAC] and the Justice and Home Affairs Council [JHA].

Members of the COREPER I are the EU vice-ambassadors, who are the deputy leaders of the national representations. Their task is to create the agenda of the remaining 6 ministerial formations. These are those Council setups which are responsible for the more communitarian issues arising among the exclusive or shared but EU dominated European competencies.

Although both of the committees are meant to create only the agenda for the ministers, they are seeking to reach consensus or to avoid a blocking minority. The COREPERs can successfully deal with 10-15% of the proposals, accelerating the Council decision-making. If they reach an agreement, the file will be signed with a letter 'A', and it will be placed at the top of the agenda of any upcoming council meeting, independently of its policy profile, among the so-called 'A' items.

If there is no agreement, the issue will be signed as a 'B' item, requiring further negotiation on the Council's top level.

3.2.3. Council of Ministers

The official law-making level of the Council is the Council of Ministers. This body has 10 different formations:
- General Affairs
- Foreign Affairs

- Economic and Financial Affairs
- Justice and Home Affairs
- Employment, Social Policy, Health and Consumer Affairs
- Competitiveness (Internal Market, Industry, Research and Space)
- Transport, Telecommunications and Energy
- Agriculture and Fisheries
- Environment
- Education, Youth, Culture and Sport.

The different configurations have different members; the national leaders of the relevant policy fields, ministers or state-secretaries. The summits are always chaired by the minister of the presidency and usually every formation has at least one meeting monthly or every two months.

The basic decision-making method is the QMV, however, they usually try to reach consensus. During the summit the 'A' items, the files which are agreed upon on the lower levels are automatically accepted. Their integration to the ministerial agenda is needed, because only this level is entitled to law-making. The 'B' items, on the other hand, are discussed, debated and decided by the ministers. If the ministers fell into a gridlock, they could appeal the question to the European Council, bringing the issue to the highest political level. However, this is a very rare case.

3.3.3. Informal Groups of the Council

The Council's different levels have several ad hoc and permanent informal forms. The three classic quasi-formal supporting bodies are the Mertens, Antici and Nicolaidis groups. These are composed by the senior diplomats of the permanent representations. The Mertens seeks to help the COREPER I, the Antici the COREPER II and the Nicolaidis the Political and Security Committee.

The informal groups can be permanent and ad hoc ones. Among the permanent ones we can find the Visegrad 4 countries (V4), among the ad hoc ones the Frugal Fours. The first group usually cooperates in every policy field, meanwhile the former ones are usually specialised in a single-issue.

These groups usually enforce their national advocacy through the European political and institutional framework.

3.3. European Parliament

Since the Lisbon Treaty the European Parliament [EP] is the other co-legislator of the EU. The Parliament functions in three forms, the plenary session, the committee session and work in the political groups or in the constituency. Here we are focusing on the first two setups.

The EP is a working or transformative kind of parliament, which means that it is centred around committee work. However, the plenary session has the final word.

The Parliament's work is dominated by the transnational parties and their parliamentary groups. Currently there are 6 political groups:

- Group of the European People's Party (Christian Democrats) - EPP
- Group of the Progressive Alliance of Socialists and Democrats in the European Parliament - S&D
- Renew Europe Group
- Group of the Greens/European Free Alliance
- European Conservatives and Reformists Group - ECR
- Identity and Democracy Group - ID
- The Left group in the European Parliament - GUE/NGL

The EP's decision-making in all of its sessions works with relative majority.

3.3.1. Committee session

The EP has three kinds of committees, the standing, the special ones and the committees of inquiry.

The standing committees are the following:

- AFET - Foreign Affairs
- DROI - Human Rights
- SEDE - Security and Defence

- DEVE - Development
- INTA - International Trade
- BUDG - Budgets
- CONT - Budgetary Control
- ECON - Economic and Monetary Affairs
- FISC - Tax Matters
- EMPL - Employment and Social Affairs
- ENVI - Environment, Public Health and Food Safety
- SANT - Public Health
- ITRE - Industry, Research and Energy
- IMCO - Internal Market and Consumer Protection
- TRAN - Transport and Tourism
- REGI - Regional Development
- AGRI - Agriculture and Rural Development
- PECH - Fisheries
- CULT - Culture and Education
- JURI - Legal Affairs
- LIBE - Civil Liberties, Justice and Home Affairs
- AFCO - Constitutional Affairs
- FEMM - Women's Rights and Gender Equality
- PETI - Petitions

The special committees can change all the time, when new issues are raised or when they have reached their goal. Currently, the special committees are the following:

- COVI - COVID-19 pandemic: lessons learned and recommendations for the future
- ING2 - Special Committee on foreign interference and disinformation, and on strengthening integrity in the EP.

Finally, we also have one committee of inquiry:

- PEGA - Use of Pegasus and equivalent surveillance spyware.

The committees are composed by Members of Parliament [MEP]. The ratio of the political groups is the same as in the plenary session. The number of committee members can vary from 25-81 standing and the same number of alternate ones.

The committees create the entry level of the EP. When a proposal arrives to the institution, it will be assigned by the board of the EP to a committee which will be responsible for the file. The committee will assign the case to a rapporteur who will become the chief of the file. The remaining political groups usually assign shadow rapporteurs, who exercise political control over the work of the rapporteur from their ideological point of view.

Most of the amendments to the proposals are presented in this phase, by any of the MEPs, not only members of the given, responsible committee. At the end of the debate there is a closing vote regarding the original draft and all of the presented amendment proposals. The committee votes about every one of them and decides whether they should be sent to the plenary. The committee can let several different proposals pass to the plenary session, which can accept or reject them. The committees function with relative majority.

Two weeks out of four are scheduled for the committee work, which takes place in Brussels. This also shows the dominating character of this session in parliamentary decision-making.

3.3.2. Plenary session

Plenary sessions usually take place in Strasbourg, for one week each month. However, mini-plenaries or extraordinary sittings can be held in Brussels as well.

The EP currently has 705 MEPs, who are sitting in 6 political groups, according to their ideological views. To form a political group, MEPs must fulfil three requirements; there should be 25 MEPs, coming from 7 different Member States, with a similar political character. In the EP all of the European transnational parties hold a parliamentary group, however, neither each group has an existing party, nor each member-party of the groups has such transnational party affiliation. These regulations are meant, on one hand, to avoid the turn of the groups into national delegations and to ensure that the EP stands for the European goals instead of the national ones. On the other hand, due to the lack of such cohesion in the case of the

transnational parties in comparison with the national ones, it grants the freedom of the different MEPs affiliated with parties from different Member States.

Although the treaties forbid mandatory voting for parliamentary groups, they usually follow the same path and several times mandatory voting de facto exists. The plenary, just like the committees, uses relative majority, with the threshold of 25% of attendees. However, the attendance is not automatically controlled, only by request during the daily functioning.

During the debates, political groups usually form ad hoc coalitions from issue to issue. The reason for such functioning is the lack of government-opposition logic in the EP. Due to the proportional electoral system it is nearly impossible for a single party to gain absolute majority. On the other hand, because the recruitment of the European Commission is not entirely in the hands of the parliament, there is no room for forming a stable, long-standing coalition. Consequently, political groups make politics from proposal to proposal according to their ideological view, their standpoint regarding the integration itself and/or their national affiliation. Thanks to this, political debates are less heated than on national level, because opponents on one issue can be allies on the next one.

A proposal and its possible modifications arrive from the committees. At this stage, further amendment proposals cannot be presented by a single MEP, but only by the parliamentary groups. Both the original draft law and all the modification proposals are voted on by the plenary after the debate. At the end, results are sent to the Commission for its opinion and transmitted to the Council.

3.4. European Commission

The European Commission is an extremely complex institution. Although its main character can be considered as part of the executive branch of power, some of its tasks are parts of the legislative and the judicial ones as well. The Commission is usually referred to as the guardian of the treaties, showing its responsibility regarding the safeguard of EU law. Its main tool for that is the so-called infringement procedure, however, this kind of act is rarely modelled in a simulation exercise.

Most of the Commission's tasks are related to the execution of EU law and law-making, because it holds a monopoly for drafting legal acts. Usually the Commission is the actor which analyses the policy needs of European integration and tries to present its solutions for these challenges. During the preparatory phase it elaborates policy papers, collects data regarding the attitudes of different institutions and Member States and seeks to build a common ground.

When such a shared understanding has been reached, it elaborates the exact proposal and launches the law-making procedure, during which it tries to mediate between the different actors.

The Commission can be structured at different levels. On the top we can find the College of Commissioners, with 27 members; one for every Member State. This body is the leader of the institution, selected by national governments and elected as a whole by the European Parliament.5 The College is structured in the following way; the leader is the parliament-elected President, who can assign vice-presidents (VPs). However, the High Representative of the EU for Foreign Affairs and Security Policy is always one of the vice-presidents of the Commission. There are usually one or two executive VPs, and four or five specialised VPs. Under the latter we find the commissioners responsible for a given policy field.

The College of Commissioners, theoretically speaking, can vote, however, it functions according to their policy assignments. The responsible commissioner, together with the specialised VP and the President itself decide together regarding any issue related to their subject. The President, thanks to his/her recruitment, has an reinforced position and acts as the leader of the others.

Under the College of Commissioners, we can find the Conference of the Heads of the Cabinets. This is the link between the political level of the College and the level of permanent European public administration.

Every Commissioner has a cabinet, which must be international, to avoid its turn into a national delegation. The Commission always represents the interest of the EU instead of the national ones.

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[5] The only two exceptions are the President of the Commission and the High Representative. The former is selected by the European Council and elected by the EP, while the latter is elected by the EC.

Below this level we find the permanent PA of the EU, composed by the Directorate- Generals [DGs] and the Agencies. These are similar to the ministerial framework in the Member States. Every DG is specialised in a policy field and it is led by a commissioner. It is composed of departments and units, where all the administrative actions take place.

On the following pages we will go through the tasks covered by the Commission during the preparatory and the law-making phases.

3.4.1. Commission during the preparatory phase

The preparatory phase starts when the Commission itself presents its annual work plan. It shows what issues are going to be addressed by the Commission and where it plans to start lawmaking. When a new issue is raised, at the beginning the Commission starts to analyse the social problem and its possible solutions. Usually, some preparatory background materials are made during or as a result of the social consultation. Officials of the Commission, on the DG level, following the political line of the College, start to consult with most of the stakeholders (NGOs, pressure groups, MEPs, permanent policy diplomats), for mapping the different positions regarding the issue in question. If the Commission wants to raise an issue or start a public debate, it publishes a so-called green paper, which is one among the preparatory materials. These are widely discussed by everyone who is open for exchange of opinions. Later the Commission summarises its findings and uses them for further preparation for the policy proposal.

When the proposal is almost ready, the Commission can publish a so-called white paper, another type of preparatory material. This paper is also discussed with most of the stakeholders. When this informal preparatory phase has been concluded, the President of the Commission presents its proposal to the European Council, to gain further political support and approval to their initiative.

If the European Council approves the Commission's initiative, a unit of a DG will be assigned to elaborate the exact formal proposal. When the proposal is ready, the formal social consultation takes place, with the involvement of the Economic and Social Committee and the Committee of Regions. When they have been consulted, the Commission sends the proposal to every national parliament for a possible subsidiarity control mechanism. If none (or not

enough) of the national parliaments claim the violation of the principle of subsidiarity, the Commission launches the law-making procedure.

3.4.2. Commission during the law-making phase

The Commission's main goal during lawmaking is to ensure the acceptance of its proposal, the fastest possible, with as few modifications as possible.

The Commission starts law-making by sending the proposal to both of the co-legislators. The European Parliament will be the first to decide about its position, as it has been described above. If the Commission realises that the EP is likely to amend the original proposal, but the amendments are acceptable for them, it can alter the original proposal until the final vote during the plenary session. It is important because in the Council, if they are voting about a Commission proposal, only the normal qualified majority vote (QMV) is required instead of the reinforced one. However, if the Commission does not alter the original proposal, it is called on to give an opinion about the changes made by the EP. If the Commission supports the changes, the Council can accept it by the reinforced QMV (72%-65%), if it does not, then consensus is required. In the former case the Commission tries to lobby for the Council's approval.

If both of the co-legislators have accepted the proposal or the Council have accepted the EP's modifications, EU law has been made.

In the case of any modifications by the Council, the second reading will have a start. The EP has three months to decide whether to accept, reject or amend the Council's proposal. The Commission here tries to mediate between the positions of the two institutions. In the case of approval or if the deadline has expired the law is made, in the case of rejection the process is over. The EP can make amendments only regarding those elements of the proposal which have already been changed by itself or the Council during the first reading. These amendments are reviewed by the Commission, with the same consequences as during the first reading. If the Council receives the EP's modifications, it has three months to react. However, unlike the Parliament, if it exceeds the deadline, it does not mean automatic approval of the text. In the case of the remaining three options the outcomes are the same; law is made, the process is over or in the case of the restricted amendments, lawmaking continues.

If the process goes on, before the third reading, a Conciliation Committee will be formed, with 27-27 members from both institutions. The Commission also participates as a mediator, trying to reach a common ground between the EP and the CEU. It would last six weeks top, until a joint position should be reached. Then the third reading will start, where only the approval and the rejection are the two available options for the co-legislators.

As we can see, although the Commission is not a law-maker, it plays a crucial role as a mediator and owner of the proposal.

3.5. The European Council

The European Council is the youngest institution of the EU; however, it can be considered as the strongest one. Although formally it is not a lawmaker, only those proposals will be elaborated and sent to the co-legislators which are supported by them.

The EC is the political leading body of the integration. It is the summit of leaders of the European and national executive branches. It is composed by the Prime Ministers or the Presidents of the Member States, the President of the European Council, the President of the European Commission as members and the High Representative of the EU for Foreign Affairs and Security Policy as a permanently invited official.

Members of the EC are expected to represent the interest of their country and the leadership of the EU as well.

Their main task is strategic decision-making regarding the EU's long-term goals. However, they also hold important recruitment functions - selecting a candidate for the presidency of the Commission, appointing the Commission, electing the High Representative, the President of the European Central Bank (ECB) and their own President.

They also cover an important role in public relations, personalising the leadership of the EU.

Regarding the policy issues, they have special powers in the field of foreign policy, crisis management and, in some extraordinary cases, in specific policy issues.

3.5.1. The European Council on General Issues

As it was mentioned above, the EC is not considered a lawmaker, however, its strategic decisions are crucial to start the procedure. Its summits are ordinary and extraordinary meetings. There are two summits every semester, usually in Brussels. The meetings last for one and a half days, from Thursday to Friday.

The EC decides by unanimity or consensus, safeguarding every national interest. Although there are 30 members in the Council, only the national leaders can vote.

The most important issues next to lawmaking are the issue of enlargement, the multiannual financial framework and the different crisis management issues.

The President of the EC is entitled to call for an extraordinary summit and to set the agenda of the meeting. Consequently, although he or she has no voting rights, he or she has a meaningful impact on the issues on the table. The President acts as a mediator, between both the Member States and the different institutions.

The outcome of every EC summit is the so-called Council Conclusions, which are obligatory political acts. These conclusions prescribe the future of European law-making and can contain extremely important binding but non-legal decisions. The Copenhagen Criteria or the pre-Brexit referendum UK−EU deal are good examples for these kinds of acts.

3.5.2. The European Council on CFSP Issues

Although the EC is a crucial actor in most of the policy fields, in the case of the Common Foreign and Security Policy it can be considered as a quasi-lawmaker.

The CFSP itself belongs to a special category of the framework of European competencies, consequently its decision-making method is also different. Unlike on the other policies, here the main actors are the European Council and the Council of the European Union in its FAC configuration. The other institutions are less involved. The Commission takes part in the strategic decision-making through the High Representative and its special agency, the European External Action Service, but the HR also participates in the EC summits and chairs the FAC formation. The EP in this policy field is only consulted, without any real impact.

The decision-making in the CFSP is dominated by the intergovernmental actors, the EC and the Council, and the decisions are dominantly made by consensus. Also, the available secondary legal acts are different. The EC is entitled to create a quasi-legal act, in the form of general guidelines and decisions, while the Council can adopt decisions.

The European Council decides upon the most important questions like financial sanctions or military support or involvement, but every single Member State has its veto power. Consequently, the agreement that should be passed cannot be opposed by anyone.

Although the requirement of consensus seems to be difficult, during the last few years the EC was successful in building up common ground among its members.

4. Modelling the European Union - practice

4.1. Introduction

In the previous chapter we gave an insight about the available institutions and their structures and functioning for any EU related simulation exercise. In this chapter we would like to describe what kind of exact simulations can be organised, which actors should be covered, how should the negotiation goals be defined and how the simulation could be structured.

The first decision the organisers should make is whether they would like to model an overall decision-making process or just the functioning of a single institution. Both scenarios are available and applicable for all of the forms of simulation exercises, independently of their formation and size.

4.2. Preparation - a necessary step for every form of simulation

During the preparation the instructors and/or students should define the following elements:

- the tangible elements of the negotiation
- the 'coloured lines'
  - red lines
  - yellow lines
  - green lines
- the negotiation strategy.

The tangible elements of the negotiations are the following; the anchor, the target, the reservation point and the best alternative to a negotiated agreement (BATNA).

The anchor is the opening offer, which is not expected to be taken up, but it establishes the limits. The target is what we are coming for to bring home, while the reservation point is when we leave the table. The BATNA is an alternative solution to our problem which brought us to the negotiation table, without the negotiation itself.

Everything between the anchor and the BATNA are the green and the yellow lines. The green lines are those which limit those solutions we would be happy about. The yellow lines limit

those solutions which limit those outcomes we are able to accept. Meanwhile the red lines mark those issues which are totally unacceptable for us.

The right negotiation strategy is built up from these elements, enriched with an appropriate negotiation style.

For in-class simulations, it can be useful to assign the planning of this strategy in advance of the simulation exercise, which enables the instructor to control the students' performance during the debate.

4.3. Modelling the entire decision-making process

The EU's decision making is one of the most complex procedures in modern politics. Thanks to this character, it is widely taught in several university classes. Consequently, any university professor could use in-class decision-making simulation exercises. Although several groups of stakeholders are involved in the process, the process can be modelled with a smaller number of students as well. Also, larger-scale simulations can focus on the entire procedure, but it requires more human, technical and, consequently, financial resources.

The exact procedure and its steps are described in chapters 3.4.1. and 3.4.2, but they can be found in any EU manual as well. In this chapter we will focus on the logistical elements needed for the simulations.

4.3.1. The preparatory phase - before lawmaking

The EU's decision-making can be divided into a preparatory and a law-making phase. The preparatory phase is a more difficult choice to model, because most of the actions are informal ones.

Simulating the preparatory phase requires experienced instructors and students. In a small-scale simulation one or two students can represent a single actor, while in the case of a lager event each institution and stakeholder can be played by a group.

4.3.1.1. Actors to cover

In the case of the preparatory phase the actors to cover are the following:

- the European Commission,
- Committee of the Regions,
- European Economic and Social Committee,
- different NGOs,
- pressure groups,
- policy diplomats of different Member States,
- MEPs from different parties sitting in the relevant parliamentary committees.

Most of the actions which should be modelled are going to be bi- or multilateral meetings, first dominated by the Commission, later organised by any of the actors in an informal way.

The goal for everyone is to lobby and advocate at the Commission, to make their positions and interests integrated into the draft.

If the instructor decides so, the European Council can be involved, however, the only actor who interacts with it would be the Commission.

4.3.1.2. Goal setting

The main goal of every actor, except the Commission, here should be to create the biggest impact on the proposal through the Commission. At the same time, the executive buoy of the EU's goal will be to integrate as many interests as possible without altering totally the original idea and losing its meaning. Consequently, the Commission in this setup can be represented by an instructor.

Due to the fact that this kind of simulation requires a higher level of expertise, the goal setting can be given to the students. However, if the instructors want to get involved, the basic elements can be the following; in the case of the Committee of the Regions the regional and local

elements should be presented. It is important that here the subnational interest should be echoed.

The ECOSOC should focus on the economic issues of the employers and the employees, so the goals have to have a clear-cut economic and social character focusing on training, taxation and other corporate issues.

If different NGOs and pressure groups are integrated into the exercise their goals will reflect their own profile. The goal setting of policy diplomats and MEPs will respectively follow the national and the ideological point of view of the actors. It is really important that possible common grounds should be integrated among the goals to make the simulation function.

4.3.1.3. Simulation structure

The simulation of the preparatory phase can be structured in a flexible way. At the beginning the Commission should present its position to everyone, then a reflection period is needed. After that participants can be allowed to define with whom they would like to negotiate on a bi- or multilateral basis.

If there is enough time, three rounds of negotiations can be held. After that the Commission should collect the information and try to reach an integrative solution for the question.

4.3.2. The law-making phase

If we want to model the whole decision-making process, the law-making phase is an easier pick, because all of its steps are well regulated.

Simulating ordinary law-making is a good choice for first-time participants and students at the entry level of EU studies. Just like in the previous case, in a small-scale simulation one or two students can represent a single actor, whereas in the case of a lager event each institution and stakeholder can be played by a group.

4.3.2.1. Actors to cover

4.3.2.2. Goal setting

The goals here are rather different.

As to the political groups, they should find their common ground respecting their ideological values and their national party affiliation at the same time. This should be enriched with the committee's policy priorities if they are modelled as well.

The Member States' representatives on one hand should focus on their national interests, while seeking to reach a compromise as well, trying to avoid being outvoted.

The Commission at the same time should try to mediate between the actors, reaching the joint approval of the co-legislators.

4.3.2.3. Simulation

Simulation of the ordinary law-making procedure should be well regulated in both institutions.

Each institution's exercise should be started by the Commission's presentation, which is followed by the opening statements of the participants. Before the opening of the open debate introducing a 'coffee' break can be useful, during which informal communication can take place between the participants. After the break, the open debate can take place followed by another break for similar reasons. Following the break, the first voting should happen. If the original proposal reaches the needed majority, the simulation is over. Otherwise, a break will take place and the Commission will start its mediation. Through the political groups or in any other way inter-institutional communication can start.

The second reading should be shorter, but consecutive, first the EP then the CEU. After the vote, in respect of the result the Conciliation Committee can be modelled, with the active mediation of the Commission. If the Committee reaches a joint position, the simulation is over.

4.4. Modelling a single institution

Modelling a single institution can be a good call for a mid-term evaluation or for an easier international simulation exercise. Due to the complex functioning of the European institutions, it also can include a higher number of students, but it is possible to realise it as an in-class simulation as well.

The different structures of the institutions are described in chapters 3.2-3.5. Above.

The easiest pick is the European Council due to the need for consensus and obvious intergovernmental logic. The second one is the Council, which follows the same logic, but due to its different levels requires a deeper understanding. The European Parliament is more difficult because of the combination of the supranational and intergovernmental or national logic and its rather difficult committee structure. The biggest challenge is definitely the Commission, due its technocratic character and layered, specialised functioning.

4.4.1. Council of the EU

The Council of the European Union is the most general pick for simulations, because it combines the intergovernmental and supranational logic. Although every delegation is meant to represent their national interest, the ongoing cooperation first and foremost on the lower levels makes the negotiation more complex.

4.4.1.1. Actors to cover

In the case of a Council negotiation the possible actors to cover are the following:

- Member States with special role to the Member State holding the EU-Presidency
- Council General Secretariat
- The European Commission

4.4.1.2. Goal setting

In the case of the goal setting of the actors of the Council, the dominating logic will be intergovernmentalism. Every representative should follow the lead of the national governments.

However, there is no mandate that would cover every possible detail. Consequently, during the simulation every participant has some space for manoeuvring. The three levels' goals, or their approaches to their goals, can be meaningfully different.

The working group level should focus on the policy priorities. They should seek to achieve the best expert solution available within the limits of their mandates.

The COREPERs should focus on the European approach as much as possible, trying to maintain good working relations. At the same time, they should find consensus between the different working group positions.

The Council of Ministers, which is the most politically involved, can alter any 'B item' on their desk, however, they are also more consensus-oriented than the EC.

4.4.1.3. Simulation

In the case of an in-class simulation, a working group, a COREPER or a formation of the Council on its own can be enough.

If the exercise has a high number of participants, then different levels can be modelled at the same time. In each of the cases the instructor should represent the country of the rotating presidency and the negotiation opens with its presentation.

The procedure should be well regulated at every level. The presidency's presentation should be followed by the opening statements of the participants. After this, open debate can take place, followed by a 'coffee', when informal communication can take place between the participants. After the break, the second round of the open debate can take place, which is concluded by the final vote. If the working groups have reached a consensus, the simulation is

over, otherwise the issue will be placed to the COREPER. The same schedule is valid for this level, too. In the case of the lack of consensus, the issue goes to the ministers following the same path, only the QMV has to be reached or the blocking minority should be avoided.

4.4.2. European Parliament

The European Parliament is a more difficult choice for simulation because of its complex logic. The basic supranational approach is awakened by the MEP's primary affiliation towards their national parties.

However, both the committee and the plenary sessions, but also the entire institution can be modelled as in-class and separate simulation exercises.

4.4.2.1. Actors to cover

In the case of law-making the possible actors to cover are the following:

- A group of MEPs representing
  - different countries
  - different political groups
  - different committees
- The European Commission,
- Representatives of the Member States' governments, especially in special hearings

4.4.2.2. Goal setting

The basic logic for the goal setting of an EP simulation always lies with the ideological profile of a political group. However, it has to be taken into consideration whether a parliamentary group is dominated by one or two parties coming from a given Member State.

The EPP and the S&D have a strong German element, the Renew is dominated by the French governmental party, while the ECR's strongest element is the Polish PiS. These characteristics always have an impact on the group's attitudes.

If the committee level is modelled as well, the policy dimension becomes more relevant. It has to be analysed whether the Commission's proposal is acceptable from the public policy perspective.

The third logic which should be integrated is the EP's strong pro-European approach and its will to extend the parliament's powers.

4.4.2.3. Simulation

The EP simulations are quite well regulated as well. If both of the sessions are modelled, then the simulation starts with the committee phase. The rapporteur will present its position about the Commission's proposal, which is followed by the shadow rapporteurs' reactions. These speeches are followed by an open debate. During the break MEPs have the possibility to consult with one another. After the break every participant can present eventual amendment proposals, followed by the second round of open debate. When it is closed, the final vote happens, where every single amendment proposal as well as the original proposal are voted on. Those that reach a relative majority are passed to the plenary.

The next stage is the plenary session, where the president presents the submitted proposals. Then each political group can intervene. This is followed by an open debate, which is closed by the final vote. First the amendment proposals are voted on, following the original proposal. If any of the amendment proposals has reached a relative majority, the original proposal's approval will include that. When all of the amendments and the original proposals are voted on, the President summarises the results and the simulation is over.

4.4.3. European Commission

The Commission's simulation is one of the most difficult ones. On one hand, both the College of Commissioners and the DGs function in a highly technocratic way and require a high level of expertise. On the other hand, the intra-institutional negotiations are usually less interesting for the students, consequently their involvement will be lower.

4.4.3.1. Actors to cover

In case of a College Meeting:
- President of the European Commission
- Commissioners
- Heads of Cabinet

4.4.3.2. Goal setting

In such a technocratic setting first and foremost policy goals should be defined. The Commissioners' end goal is the realisation of the President's political programme, and the body's annual work plan.

On the DG level, on the other hand, the basic priority is the creation of solid EU law and functioning policy measures and the control of their implementation on the national level. On the horizontal level, cooperation between the different DGs invokes the differences among their policy goals.

4.4.3.3. Simulation

In the case of the simulation of the Commission we are dealing with a technocratic and hierarchical environment. The President rules the College, the Commissioners lead the DGs, which are also well-structured institutions.

Modelling their functioning is closer to corporate training than a negotiation exercise. However, single situations where the leader of a DG can present its institution's result to the

Commissioner or an elaboration of a proposal as team work are possible scenarios to cover, but these are extremely flexible, and up to the instructors.

These kinds of simulations can be perfect for EPSO preparatory or public policy classes.

4.4.4. European Council

The European Council, as it was mentioned above, is one of the easiest picks for a simulation. It has only one level, it is based on a clear intergovernmental logic and it makes its decisions by consensus. Their topics are usually well-known and politically heated, consequently, most of the students are going to be familiar with them.

4.4.4.1. Actors to cover

In a European Council Meeting the possible actors to cover are the following:

- Heads of State and Government
- COREPER IIs
- In the background a group of national experts support the negotiations of the Head of State or Government
- The European Commission
- The Council General Secretariat

4.4.4.2. Goal setting

In the case of the EC the representatives' goals are clear. National leaders advocate for their own country, however, being the ultimate political leaders of Sember states, they have a huge room for manoeuvring.

At the same time, the President of the Commission and the High Representative advocate for the European interest and try to achieve the realisation of the Commission's political programme. The goal of the President of the European Council is the birth of an agreement.

4.4.4.3. Simulation

The functioning of the EC is similar to the Council's simulation exercise with some slight differences. At the beginning the President of the Council should open the meeting. It can be played by an instructor or a more experienced student. Later the President of the Commission can also advocate or at least present the position of the European Parliament at the beginning of the simulation, followed by the position of the Commission.

Following these formal opening speeches, Member States should present their positions. After the national leaders' opening speeches, the first round of debate should take place, followed by a break, granting the possibility to make informal agreements.

After the break the second round of debate and the final vote closes the simulation.

5. ANNEX I.: Description and Lessons Learnt from the EUSecure Simulation Exercise conducted at the University of Salento, Lecce, Italy, on 21-22 July 2022.

During the EUSecure project we have run several simulation exercises. The biggest one with the participation of approximately 60 students happened in Lecce, on 21-22 July 2022.

The basic characteristic of the event was a separate, international, specialised event, with highly motivated students. Consequently, we decided to run a 4-hour-long exercise, modelling two levels of the Council of the European Union; two working groups (health care and financial issues) and the COREPER I. The choice was this institution, because most of the students were specialised in security policy and they were non-experts in simulations. The Council is an institution easy to understand, due to its intergovernmental logic.

The students were grouped into teams of two people, coming from different countries and universities, to maintain the international character, and no one was representing its own country. The Czech Republic, president of the Council that time, was played by the instructors.

The subject of the simulation was the issue of the Health Union, which has been elaborated due to the COVID pandemic. We chose this topic, because the event's main topic was security policy and the Health Union focuses on crisis management in this policy field.

The schedule was the following: in the morning on the first day we started with the working group session, one of the students in health care, the other in the financial group. Both started with the opening statements, followed by the open debate. Closing the debate, we had a break, then the final vote.

Following the vote, the COREPER I (joint) session was scheduled. The timeline was similar: opening statements followed by the first round of open debate. After that a break was scheduled, followed by the second round and the final vote.

On the day of the event, the two working groups were able to achieve a compromise, so modelling the COREPER I was not necessary.

The lessons we learned from this event were the following. In the case of a separate event it is necessary to organise some preliminary consultations with the students, to clarify the framework, the goals and the schedules as well.

The background materials should be focused. Sharing some manuals with the students is not enough. It is important to clarify which part of the book should be read.

We were creating international teams. It was really important that the members of the groups could communicate before the event. However, several problems appeared on the scene. Due to the GDPR regulations, sharing the email addresses is forbidden. We set up an online page where all the participating institutions were registered and their students were able to enter using their university credentials. However, communication was still a problem. In the future we will organise scheduled live online meetings for the groups, to make sure that the preparatory phase can be run smoothly.

All in all, the simulation exercise was a success and it was really useful for us as well, since we gained a lot of experience for the upcoming modelling exercises.