

Step-by-Step Activity Overview



What will happen?

You will simulate how a **European law is created**, starting from a citizens' initiative and ending with a final vote. Your goal is to **negotiate and agree on a common law**.

The process (10 steps)

Introduction	(5 min)
Groups preparation	(20 min)
Citizens' Initiative	(5 min)
Commission decision and draft proposal	(5 min)
Internal discussions in the Council and the Parliament	(10 min)
Stakeholder influence/lobbying	(15 min)
Final Internal negotiations in the Council and the Parliament	(10 min)
Council and the Parliament positions presented	(10 min)
Negotiation	(10 min)
Final vote	(5 min)

1. Introduction (5 min)

The moderator presents the simulation by explaining:

- the topic
- the different roles
- the objective of the activity
- the 4 negotiation points
- the main rule for adoption of the law

2. Group preparation (20 min)

Each group has **15-20 minutes** to prepare internally. During this time:

- **Citizens** prepare their intervention and decide what message they want to defend
- The **European Commission, European Parliament, and Council of the EU** discuss the issue from their institutional perspective and begin identifying their priorities
- **Stakeholders / lobbyists** prepare their arguments and decide how they will try to influence the different institutions throughout the simulation

NOTE: The same participants will take on both the **citizens** and **stakeholder** roles, as their individual speaking time is limited.

3. Citizens' Initiative (5 min)

The simulation begins with the **citizens' initiative**.

1. The citizens present: the issue they want the EU to address; why this problem matters; why they believe the EU should take action / what they want the EU institutions to do.
2. They also explain **how they managed to build support for their initiative** and reach the required **1 million signatures** across the EU.
3. Finally, they present the **content of their petition**.

This step puts the issue on the EU agenda and starts the legislative process.

4. Commission decision and draft proposal (5 min)

1. After listening to the citizens' initiative, the **European Commission** considers whether the issue should lead to EU legislation. The Commission makes a decision:

Will the Commission propose a law? For the purpose of this simulation, the answer will be yes, so the process moves forward.

2. The Commission then presents a **draft proposal**, structured around the **4 main negotiation points, on the board**.

This draft becomes the **starting point for discussion** and is then submitted to the **European Parliament** and the **Council of the EU** for examination and negotiation.

5. Internal discussions in the Council and the Parliament (10 min)

The **European Parliament** and the **Council of the EU** now meet separately to prepare their positions. Each institution is made up of **8 participants**, representing different political or national perspectives. Some may favour stronger environmental action, while others may be more cautious and prioritise economic or practical concerns.

They have **10 minutes** for internal discussion and brainstorming. During this time, each group must agree on its position on the **4 negotiation points**.

- What do we want to keep from the Commission proposal?
- What do we want to change?
- What are our priorities?
- Where are we willing to compromise?

By the end of this step, both the Parliament and the Council should be ready to present a clear and common position for the next stage of the simulation.

However, this position is not fixed yet — **stakeholders (lobbyists) will try to influence and potentially change it before and during the negotiations**.

6. Stakeholder influence / lobbying (15 min)

At this stage, the **stakeholders** try to influence the positions of the EU institutions before formal negotiations begin. The stakeholder group is divided into:

- **5 NGO representatives** (Amnesty International)
- **5 industry representatives** (Zara)

They have **10-15 minutes** to speak with the institutions and try to shape their positions. During this phase, stakeholders may approach:

- the **European Parliament**
- the **Council of the EU**

They should use **different strategies of influence**, such as:

- persuasive arguments
- proposed compromises or agreements
- promises of support
- warnings about risks, costs, or public criticism

The aim of this step is to show how different external actors try to shape EU policymaking before and during negotiations.

7. Final Internal negotiations in the Council and the Parliament (10 min)

After the lobbying phase, the **European Parliament** and the **Council of the EU** meet again separately to finalise their positions.

1. They have **10 minutes** for internal discussion. During this time, they:

- review the **Commission's draft proposal**
- take into account the influence of stakeholders
- adjust their positions if needed

Each group must agree on a **final proposal** covering the 4 negotiation points:

- What is our final position?
- What are we ready to defend in negotiation?
- Where are we willing to compromise?

2. At the end of this discussion, each institution holds an **internal vote** to approve its position.

This vote confirms the official position that the group will present and defend during the negotiation phase.

By the end of this step, both institutions should have a **clear, unified, and voted position**.

8. Council and the Parliament positions presented (10 min)



The two institutions now present their positions publicly.

- The **Council of the EU** presents its proposal, explaining its choices on the **4 negotiation points**
- The **European Parliament** then presents its proposal on the same 4 points

Each institution should clearly explain:

- what it supports
- what it wants to change
- why it has chosen these positions

This step makes the **differences between the two institutions clear** and sets the stage for the negotiation phase.

9. Negotiation (10 min)

The **European Parliament** and the **Council of the EU** now enter into negotiations to reach a common agreement, with the **European Commission acting as mediator**. To make the discussion more efficient, each group selects **one speaker** to represent them during the negotiation. The discussion is structured around the **4 negotiation points**:

- Target
- Deadline
- Reporting
- Penalties

For each point:

- both sides present their position
- they discuss possible compromises
- the Commission may suggest solutions

The goal is to reach a single common agreement on all 4 points.

Important: **Nothing is agreed until everything is agreed.**

However, **time is limited (10 min)**. You must reach a complete agreement on all 4 points within the given time.

10. Final vote (5 min)

Once the negotiations are over, the **European Parliament** and the **Council of the EU** each vote internally on the final compromise.

- The **Parliament** votes on whether it accepts the final text
- The **Council** also votes on whether it accepts the same final text

In each institution, the result is decided by a **simple majority** of the members present.

The law is adopted only if a **majority in the Parliament and a majority in the Council both approve the final compromise**.

If one of the two institutions rejects it, the proposal fails.