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NEGOTIATING AT 27

Regulation on a Fair Fashion Label

Manual for trainers | EN



Council of the
European Union

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NEGOTIATING AT 27 – REGULATION ON A FAIR FASHION LABEL

Manual for trainers

1. SIMULATION GAMES: LEARNING METHODOLOGY

Simulation games are a mode of active learning as opposed to passive learning. Active learning modes go beyond familiar ways of receiving information, such as listening and reading, and enable learners to construct meaning themselves. With active learning, participants learn through personal experience by applying and reflecting on what they have learned from textbooks and teachers.

Simulation games also promote empathy for other ideas and perspectives and encourage critical reflection on one's own position. Each participant must take on an unfamiliar role, represent the character's interests convincingly and try to make them prevail in negotiations – irrespective of whether they reflect the person's actual opinions on the issue.

By interacting with the other groups of actors, participants experience how a complex decision-making process works in practice and how difficult it can be to reach agreement with groups representing a wide range of interests. Participants experience first-hand how interests can change as they interact with other opinions and ideas. They will also learn that negotiations are often difficult, that not all goals can be achieved and that everyone must show a certain degree of willingness to compromise.

The social aspect of simulation games is equally important. Participants must make decisions under time pressure, identify priorities and develop strategies. While the intra-group cooperative work promotes teamwork, the inter-group discussions enhance negotiation skills, as well as the ability to compromise and discuss difficult topics. Ideally, all of this happens 'along the way', because during the game participants are often not even aware that they are learning. A major advantage of simulation games is the fact that the actions have no real consequences, and thus games provide an ideal learning environment.

To sum up, due to the fact that simulation games foster an active approach, participants learn in a more reflective, sustainable and holistic way – and in the best cases simulation games are fun and exciting too.

2. THE CASE: LABELLING FAIR FASHION

The game addresses a hot topic: fair fashion. In our globalised world many of us contribute to the exploitation of workers – just by buying a T-shirt. The ready-made garment industry employs around 60 million workers around the globe. 70 % of them are women, in most cases working all day in return for a meagre wage.

The textile industry causes environmental damage as well: in 2016, the textile industry was responsible for 5 to 10 % of global air pollution. On top of that, 20 % of all freshwater pollution is caused by textile treatment and dyeing. While environmental and social awareness among EU citizens is increasing, the market share of fast fashion in the low to middle price range is close to 80 %. But fair or slow fashion is the only way of improving working conditions and reducing environmental pollution.

Although fair fashion is the subject of much discussion at the moment, a uniform EU-wide label for fairly produced clothing has yet to be created. Fair fashion labelling is currently a patchwork made up of national, regional, public and private schemes.

For more information and recent developments, go to:

- EU Commission, International Cooperation and Development: ethical fashion, https://ec.europa.eu/europeaid/tags/ethical-fashion_en (15/03/2019)
- EU Commission, Internal Market, Industry, Entrepreneurship and SMEs: Textiles and clothing legislation, https://ec.europa.eu/growth/sectors/fashion/textiles-clothing/legislation_en (15/03/2019)
- EU Commission: EU citizens and development cooperation. Special Eurobarometer 476. https://ec.europa.eu/europeaid/sites/devco/files/ebs-476-report-20180925_en.pdf (15/03/19)
- Business and Human Rights Resource Centre (2018), European textile industry and human rights due diligence: Key developments, human rights allegations & best practices, https://www.business-humanrights.org/sites/default/files/EU_Textile_Briefing_Final.pdf (15/03/2019)

The simulation takes things one step further. The Commission makes a proposal for a regulation on the establishment of a fair fashion label in response to the growing interest of EU citizens in sustainable and fairly produced products. The planned label will focus on social standards in particular. Now the Competitiveness Council has to discuss and decide on a common position within the framework of the ordinary legislative procedure. Is the Council in favour of introducing the label? What standards must be met by producers to obtain this certification?

It is assumed that most of the draft regulation has already been agreed on at working party and Coreper level. Thus, the proposal is much simpler than it would be in reality but contains two politically sensitive points for discussion by the ministers. For each article there are three options (to choose from) and the possibility of reaching further compromises during the negotiations.

The points of contention are:

- (1) establishing minimum social standards,
- (2) measures for implementation of the standards.

3. GAME CONCEPT

3.1. Framework conditions

The simulation game is intended to give learners an impression of how the Council of the EU works. It should be emphasised that although negotiations between member states are often difficult, viable compromises and solutions can be found.

The activity is aimed at groups of **20 to 50 visitors**. Participants might differ in terms of age, background and prior knowledge. The total duration of the simulation, including introduction and evaluation, is at least **120 minutes**.

On the one hand, the simulation of Council negotiations should be as realistic as possible. For this reason, every member state is represented, no matter how many visitors take part in the simulation game. On the other hand, some simplifications are necessary in order to allow a compromise to be found within a limited time frame. That is why several countries share similar interests with regard to labelling fair fashion. They are asked to agree on a common strategy prior to the start of negotiations and use informal breaks during the simulation to coordinate their actions.

The following countries have similar positions:

Bulgaria Croatia Romania	Finland Netherlands Sweden	Belgium Denmark Ireland	Hungary Latvia Lithuania Slovakia
Cyprus France Italy	Czechia Estonia Poland Slovenia	Austria Germany Luxembourg	Greece Malta Portugal Spain

In addition, the information printed on the name tags (e.g. 'up to 24 participants'; (28 participants or more') indicates which roles the facilitators should distribute.

Roles	Number of Participants																																																	
	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50																			
Commission	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1																	
Presidency	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1																	
Ireland	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Romania	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Bulgaria	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Croatia	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Netherlands	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Cyprus	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Germany	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
France	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Italy	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2																	
Portugal/Spain	1																																																	
Greece/Malta	1	1																																																
Austria/Luxembourg	1	1	1																																															
Poland/Slovenia	1	1	1	1																																														
Czechia/Estonia	1	1	1	1	1																																													
Latvia/Lithuania	1	1	1	1	1	1																																												
Hungary/Slovakia	1	1	1	1	1	1	1																																											
Belgium/Denmark	1	1	1	1	1	1	1	1	1																																									
Finland/Sweden	1	1	1	1	1	1	1	1	1	1																																								
Portugal		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2	2																		
Spain		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2	2																		
Greece			1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2	2																		
Malta			1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	2																		
Austria				1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2																		
Luxembourg				1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2																		
Poland					1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2																		
Slovenia					1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2																		
Czechia						1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	2																		
Estonia						1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2																		
Latvia							1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	2																		
Lithuania							1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2																		
Hungary								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1																		
Slovakia								1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1																		
Belgium									1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1																		
Denmark										1	1	1	1	1	1	1	1	1	1	1	1	1	1																											

Legend

- 1 Actor (member state, Commission or Presidency) represented by one single player
- 1 Pair of member states represented by one single player
- 2 Member state represented by two players (minister and Deputy Permanent Representative)
- Role not represented in the game

3.2. Roles

Every participant takes on a role. Before the simulation game starts, the facilitator must decide which roles will be represented in the game, depending on the number of participants. The table below provides an overview and gives advice on which roles to pick for the respective group sizes.

The facilitators play the role of the Secretariat and advise the presidency on the running of the game. In reality, the staff of the General Secretariat of the Council take the position of the Secretariat.

The General Secretariat of the Council is represented by the facilitator(s).

The European Commission is always represented by one player. The Commissioner has the right to speak during the negotiations, but not to vote. The Commission's task is to present the proposal for a regulation and to help the Council reach a compromise.

The game takes into account the rotating **presidency of the Council**. One participant takes on the role of the presidency. His or her task is to chair the negotiations and broker a compromise between the member states. In real life he or she sits next to the delegation of the member state currently holding the presidency.

Every member state will be represented in the game:

- either by the minister (highlighted in **blue [1]** in the overview of roles) or;
- by the minister and the Deputy Permanent Representative (highlighted in **green [2]**) or;
- by a minister representing a pair of countries (highlighted in **yellow [1]**).

The following rules apply for the member states:

(1) If there are fewer than 29 participants, some member states will be grouped into **pairs of countries with similar positions** (highlighted in **yellow [1]**). Participants receive information on the role for one of the countries but represent and vote for both countries.

The following member states will be grouped together (as also indicated on the name tags):

- **Portugal and Spain** will be grouped together and represented by one person if the group consists of **up to 20 participants** in total. If there are 21 participants or more, the two countries will each be represented by one person.
- **Greece and Malta** will be grouped together and represented by one person if the group consists of **up to 21 participants** in total. If there are 22 participants or more, the two countries will each be represented by one person.
- **Austria and Luxembourg** will be grouped together and represented by one person if the group consists of **up to 22 participants** in total. If there are 23 participants or more, the two countries will each be represented by one person.
- **Poland and Slovenia** will be grouped together and represented by one person if the group consists of **up to 23 participants** in total. If there are 24 participants or more, the two countries will each be represented by one person.
- **Czechia and Estonia** will be grouped together and represented by one person if the group consists of **up to 24 participants** in total. If there are 25 participants or more, the two countries will each be represented by one person.
- **Latvia and Lithuania** will be grouped together and represented by one person if the group consists of **up to 25 participants** in total. If there are 26 participants or more, the two countries will each be represented by one person.
- **Hungary and Slovakia** will be grouped together and represented by one person if the group consists of **up to 26 participants** in total. If there are 27 participants or more, the two countries will each be represented by one person.

- **Belgium and Denmark** will be grouped together and represented by one person if the group consists of **up to 27 participants** in total. If there are 28 participants or more, the two countries will each be represented by one person.
 - **Finland and Sweden** will be grouped together and represented by one person if the group consists of **up to 28 participants** in total. If there are 29 participants or more, the two countries will each be represented by one person.
- (2) If there are **29 participants**, each member state will be represented by one person.
- (3) If there are 30 or more participants, some member states will be represented by two people (minister + deputy permanent representative; highlighted in **green [2]** in the overview of roles). The roles of deputy permanent representative are assigned as follows (also indicated on the name tags):
- The Deputy Permanent Representative of **Ireland** will step in if the group consists of **30 participants or more**.
 - The Deputy Permanent Representative of **Romania** will step in if the group consists of **31 participants and more**.
 - The Deputy Permanent Representative of **Bulgaria** will step in if the group consists of **32 participants and more**.
 - The Deputy Permanent Representative of the **Croatia** will step in if the group consists of **33 participants and more**.
 - The Deputy Permanent Representative of **the Netherlands** will step in if the group consists of **34 participants and more**.
 - The Deputy Permanent Representative of **Cyprus** will step in if the group consists of **35 participants and more**.
 - The Deputy Permanent Representative of **Germany** will step in if the group consists of **36 participants and more**.
 - The Deputy Permanent Representative of **France** will step in if the group consists of **37 participants and more**.
 - The Deputy Permanent Representative of **Italy** will step in if the group consists of **38 participants and more**.
 - The Deputy Permanent Representative of **Portugal** will step in if the group consists of **39 participants and more**.
 - The Deputy Permanent Representative of **Spain** will step in if the group consists of **40 participants and more**.
 - The Deputy Permanent Representative of **Greece** will step in if the group consists of **41 participants and more**.
 - The Deputy Permanent Representative of **Malta** will step in if the group consists of **42 participants and more**.
 - The Deputy Permanent Representative of **Austria** will step in if the group consists of **43 participants and more**.
 - The Deputy Permanent Representative of **Luxembourg** will step in if the group consists of **44 participants and more**.

- The Deputy Permanent Representative of **Poland** will step in if the group consists of **45 participants and more**.
- The Deputy Permanent Representative of **Slovenia** will step in if the group consists of **46 participants and more**.
- The Deputy Permanent Representative of **Czechia** will step in if the group consists of **47 participants and more**.
- The Deputy Permanent Representative of **Estonia** will step in if the group consists of **48 participants and more**.
- The Deputy Permanent Representative of **Latvia** will step in if the group consists of **49 participants and more**.
- The Deputy Permanent Representative of **Lithuania** will step in if the group consists of **50 participants**.

3.3. Choice of room

The room in which the game takes place should be large enough for groups of up to 50 participants. In order to help participants identify with their assigned role, it is advisable to make the room and the negotiating table look as authentic as possible, e.g. by including country nameplates and flags.

We suggest placing the official negotiating table in the middle of the room. The ministers of the member states and the representative of the European Commission sit around this table. If 30 or more people are participating in the simulation, the deputy permanent representatives sit in the second row, behind their respective ministers.

4. BEFORE THE GAME: MATERIAL, PREPARATIONS AND PLANNING

The room should be equipped in accordance with the seating plan (see the Choice of room above).

You will also need the following:

- a PC with a connected projector;
- [number of participants] x draft regulation;
- role profiles according to number of participants (see Roles section above).
If there are fewer than 29 participants, some will represent pairs of countries.
They are given the role profile for one of the two countries;
- name tags according to the number of participants (see Roles section above);
- country nameplates;
- table bell;
- jute bag or box for nametags.

Other things to remember before starting the implementation:

- open the PowerPoint presentation on the PC;
- place the right number of name tags for the group in the jute bag or box;
- place the country nameplates on the negotiating table;
- place the role profiles face down next to the corresponding country nameplates on the negotiating table.

5. DURING THE GAME: SEQUENCE OF EVENTS AND FACILITATORS' TASKS

5.1. Role of the facilitators (General Secretariat of the Council)

The facilitators should make sure that all participants have understood what the game is about, what the scenario is and what the rules are. In addition, the facilitators should explain to the participants that:

- a) they are playing a game, i.e. their actions will have no lasting effect on their real lives, and that the interests and arguments of their role will not be considered to be their personal opinion;
- b) the game only works and is fun when all participants get involved.

During the game, the facilitators play the role of the Secretariat and they should remain in the background as much as possible. The less the facilitators intervene, the better the game works.

Nevertheless, the facilitators must be prepared to intervene if necessary. Their tasks include:

- answering questions regarding the content, the rules of the game, organisational and technical problems, the schedule, etc.;
- observing the dynamics of the game and if necessary influencing the course of the game (e.g. talking to certain players);
- keeping an eye on the dynamics in the various groups and intervening when appropriate;
- making sure that all participants are 'in the game', and that they do not become disenchanted with politics or the political process; a good simulation game stirs up participants' interest in politics;
- following the schedule and if necessary reminding participants of the schedule;
- documenting relevant aspects of the game and observing negotiation behaviour for the evaluation.

Note: the complexity of negotiations can overwhelm some participants because of the large amount of information and the demands on their ability to speak convincingly and present an argument. The facilitators should be able to convince participants who are less self-confident that their ideas and contributions are valid and that the game is worth engaging in. The ideal scenario is for the 'stronger' members of a team to help out the 'weaker' ones.

5.2. Flow of the game

Phases	Activities	Tasks for facilitators	Materials and choice of room	Duration
Arrival	<p>20–50 participants enter the room. As they enter, they take from a box a name tag that designates their role and the member state(s) they represent.</p> <p>They sit at the negotiating table, where their place is marked with a nameplate.</p>	<p>Distribute name tags at the entrance (if the facilitator knows the actual number of participants in advance. If not: participants take a seat and name tags are distributed as soon as all participants are present.)</p> <p>Advise participants on where to sit.</p> <p>Tell the presidency which member state holds the presidency and explain how they work together.</p>	<p>Name tags</p> <p>Negotiating table for 30 participants in the middle of the room</p> <p>If more than 30 participants: the number of chairs needed in a second row around the table</p> <p>Country nameplates on the table</p> <p>Role profiles placed face down on the table at each seat</p>	<p>Before the game</p>
Introduction	<p>The participants take on their role.</p> <p>They become familiar with the context and content of the simulation.</p> <p>They study the timetable, their role and their tasks in the game.</p>	<p>Welcome the participants.</p> <p>Introduce the background and topic.</p> <p>Explain the rules of the game, the schedule and the task of taking on a role.</p>	<p>Participants sit at the table</p> <p>Script for facilitator</p> <p>Projector screen</p> <p>PowerPoint presentation</p>	<p>10'</p>

Phases	Activities	Tasks for facilitators	Materials and choice of room	Duration
preparation	<p>The participants read their role profiles.</p> <p>They discuss content and strategy within their team, define their position on the draft regulation and note down additional arguments.</p> <p>They meet with member states with similar positions and decide on a joint strategy.</p> <p>Option 1: Each member state prepares a short opening statement (max. 1 minute), stating their positions on the two articles. They can use the script provided in their role profiles.</p> <p>Option 2: In order to save time to allow for further discussions in the next phase, the member states can prepare joint opening statements together with like-minded countries.</p> <p>The Commission prepares an opening statement (max. 1 minute) as well, presenting its draft proposal. A script is provided in the role profile.</p> <p>The presidency prepares its opening statement, welcoming the other participants. A script is provided in the role profile.</p>	<p>Answer individual questions.</p> <p>Brief the presidency: explain its tasks and advise on how to open the official negotiations, how to chair negotiations and how to reach a compromise.</p> <p>Brief the Commission: explain its tasks and advise on how to present and defend the draft proposal.</p> <p>Option 1: Ensure that all groups prepare their opening statements.</p> <p>Option 2: Ensure that all groups of like-minded countries prepare their joint opening statements.</p> <p>Time management</p>	<p>Participants sit at the table</p> <p>If necessary, they can meet for deliberations with other member states with similar positions.</p>	30'

Phases	Activities	Tasks for facilitators	Materials and choice of room	Duration
Official negotiations	<p>The official negotiations are opened by the presidency (sitting next to the delegation of the member state currently holding the presidency in real life).</p> <p>The Commission then presents its draft regulation.</p> <p>Option 1: After that, the member states will communicate their positions on the draft in a one-minute opening statement (tour de table). They are invited to make it clear whether they share positions with other member states, e.g. 'Our position is xyz, which is similar to the position of member state X.' Of course, they can share additional arguments.</p> <p>Option 2: In order to save time for discussion, the presidency can ask the member states to present joint opening statements together with like-minded countries.</p> <p>If there is some time left, the tour de table is followed by an open discussion, moderated by the presidency.</p>	<p>Observe the dynamics of the game.</p> <p>Remind participants of the schedule.</p> <p>If necessary: give advice to the presidency and other groups, answer individual questions.</p>	<p>All ministers and the Commission representative take their seats at the table.</p> <p>The presidency sits with the delegation of the member state currently holding the Council presidency.</p> <p>Deputy permanent representatives take a seat in the second row, behind their respective ministers.</p> <p>Table bell for the presidency.</p>	35'

Phases	Activities	Tasks for facilitators	Materials and choice of room	Duration
Internal deliberations	<p>Member states meet away from the negotiating table for internal deliberations.</p> <p>They reflect on the recent negotiation round and deliberate on possible compromises.</p> <p>The presidency prepares a compromise proposal.</p>	<p>Give advice on possible options for compromise.</p> <p>Give advice to the presidency and support him or her in developing a compromise proposal.</p>	<p>Participants meet in groups somewhere in the room.</p>	10'-20'
Official negotiations and decision-making	<p>The delegates return to the negotiating table. The presidency presents a compromise proposal.</p> <p>Member states briefly discuss possible changes to the draft.</p> <p>The presidency puts any promising compromise proposals to a vote.</p> <p>The Council's common position is adopted when at least 55 % of member states representing at least 65 % of the EU population agree. Ideally, unanimity is always sought, but if this is not attainable, the double majority rule will be applied.</p>	<p>Observe the dynamics of the game.</p> <p>Remind participants of the schedule.</p> <p>If necessary, give advice to the presidency and other groups, answer individual questions.</p> <p>If necessary, help the presidency with the vote.</p>	<p>Max. 29 participants (ministers + presidency + Commission) sit at the negotiating table.</p> <p>The facilitator (playing the role of the Secretariat) sits next to the Presidency.</p> <p>Deputy permanent representatives sit in the second row, behind the ministers.</p> <p>The presidency is provided with the voting calculator on a laptop or mobile device in order to oversee the votes.</p>	15'-25'

Phases	Activities	Tasks for facilitators	Materials and choice of room	Duration
Debriefing	<p>The participants step out of their roles.</p> <p>They reflect on the game and compare it with reality.</p> <p>They are given the opportunity to ask questions and give feedback.</p>	<p>Possible questions to ask:</p> <p>How did you feel in your role?</p> <p>How would you have come to a decision in real life?</p> <p>What did you learn about the Council's work?</p> <p>Clarify the differences and similarities between the game and reality.</p> <p>Ask for feedback:</p> <p>What did you like about the game?</p> <p>What could be done to improve the game?</p>		20'-30'
	Total:			120'-150'

6. AFTER THE GAME: TIPS FOR EVALUATION

The evaluation is very important in terms of ensuring sustainable learning. It continues the process of developing knowledge and skills, puts the insights gained into perspective and relates them to reality. To this effect, the evaluation leads the participants out of their roles, helps them reflect on their experience, and clarifies any conflicts that may have arisen during the game.

After the game, the results and the course of the negotiations are evaluated and, where possible, linked to knowledge already acquired. As soon as the game has ended, allowing the participants to step out of their roles is crucial. As a symbolic act they should hand in their name tags. For a reflective discussion about the game and its outcome to take place, it is important that participants return to their real identities.

The evaluation basically takes place in **four phases** that are described in the following sections.

6.1. Intuitive analysis

The aim of this phase is for participants to step out of their roles. This initial analysis of the game can include getting rid of frustration or expressing emotions.

Key questions are:

- How did you do in the game?
- How did you feel in your role?

Flashlight' is an appropriate method for discussion: the facilitator collects brief oral statements in the plenary. Neither the facilitator nor the participants should comment on other people's statements at this stage. Some typical answers might be:

- *"It was fun but exhausting."*
- *"I found it difficult to reach an agreement."*
- *"It was interesting to see how political negotiations work."*

6.2. Reflection and distancing

During this phase, the course of the actual game is analysed. In order to reach an agreement in the game, participants had to give up their starting positions. The reflection can involve a discussion of the degree to which participants had to give up their starting positions in order to reach an agreement in the game. This reflection can be done as a plenary discussion or a group discussion, grouping together participants who shared similar interests during the game. Key questions are:

- How can the course of the game be described? (Ask participants how much they had to compromise.)
- Which arguments were particularly convincing?
- Was it difficult to reach agreement? If so, why?
- What were the turning points in the course of the game?

6.3. Transfer

The following key questions are relevant in this phase:

- What was realistic? What was unrealistic?
- How would you have come to a decision in real life?
- Given the results of these negotiations, what do you think would happen next?

Usually, participants perceive as unrealistic situations in the game which actually are quite realistic, albeit not at first glance. Some examples and possible responses:

- *'The game was much shorter than the political process in reality.'*
Yes, of course. However, even in reality most political decisions have to be made under time pressure. The simulation aims at conveying the pressure and constraints of political negotiations, the necessity of finding compromises and the time pressure that final political decision are sometimes taken under. Typical proposals for a regulation consist of more articles. For the purposes of the game, all other articles were deemed agreed on at working party and Coreper level. There are only two political issues for discussion at ministerial level - those are the two articles discussed today.
- *'We didn't know enough about the topic; we had no background information.'*
In real life experts are consulted, interest groups give input and surveys are carried out. But in the end, most politicians would agree that they often lack information.
- *'We played a role.'*
Of course, ministers in the Council don't play a role. However, since they don't participate as private individuals with personal opinions, there is a link to the game. They represent the government of their country and have a specific mandate to negotiate. Thus, it is not unlikely that their government's mandate will not reflect their personal opinion. In that respect they have to play a role, too.

To compare the fictitious game scenario with the ordinary legislative procedure, a flow chart of the real process might help.

6.4. Evaluation of the game

Eventually, participants should have the opportunity to give feedback on the game itself. A standardised questionnaire is one way of collecting anonymous feedback from each participant. However, it is usually more useful to invite participants to write down their answers to the following questions:

- What did you learn about the Council's work?
- What did you like?
- What could be improved?

6.5. Final remarks

The negotiations in a simulation game can be frustrating, especially when participants fail to come to an agreement. Of course, this is a realistic outcome, especially when simulating a conflict situation where the actors involved represent highly divergent interests. Understanding these negotiation dynamics can also be a good learning opportunity.

However, especially with young people, this potential frustration can leave a negative impression of politics. This in turn could jeopardise an important goal of simulation games in civic education, which is to spark an interest in politics. This dilemma should not be ignored but further discussed in the final evaluation of the game, possibly leaving participants with a more realistic picture of how politics works: a sometimes lengthy and tedious process of finding a compromise. And although this can be exhausting it may still be better than most alternatives.

NOTES

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NOTES

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.



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