Government and Politics

GCE

Government and Politics
Delivery Guide

The European Union

OCR
Oxford Cambridge and RSA

CONTENTS

Introduction

Delivery guides are designed to represent a body of knowledge about teaching a particular topic and contain:

- Content: A clear outline of the content covered by the delivery guide;
- Thinking Conceptually: Expert guidance on the key concepts involved, common difficulties students may have, approaches to teaching that can help students understand these concepts and how this topic links conceptually to other areas of the subject;
- Thinking Contextually: A range of suggested teaching activities using a variety of themes so that different activities can be selected which best suit particular classes, learning styles or teaching approaches.

If you have any feedback on this Delivery Guide or suggestions for other resources you would like OCR to develop, please email resourcesfeedback@ocr.org.uk

KEY

Click to view associated resources within this document.

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Curriculum Content

The European Union

Concepts: federalism; devolution; subsidiarity; sovereignty	
The EU	Nature; origins; aims and objectives.
The structure of the EU	The Council; the Council of Ministers; the Commission; the European Parliament; the European Court of Justice; the decision-making process.
How decisions are made	Policy-making processes; role and power of major EU bodies and member states.
The impact of membership of the EU on the British government, politics and constitution.	Impact on British government and politics; issues such as enlargement and the euro.
Key developments in the EU affecting the UK.	

APPROACHES TO TEACHING THE CONTENT

To do well on any of the OCR politics papers, students need to have a 'thorough and accurate knowledge and clear and detailed understanding of relevant concepts, ideas and political systems'. In other words, students should be able to use the language of politics. Knowledge of the following might be considered useful when discussing the European Union.

Concepts
Sovereignty
External sovereignty
Internal sovereignty
Constitution
Unitary government
Decentralisation
Federalism
International
Intergovernmental
Supranational
Subsidiarity
Democracy
Representation
Accountability

Major Institutions
Council of the European Union
European Commission
European Parliament (EP)
European Court of Justice (ECJ)

Processes
Treaty-making
Policy-making
Decision-making
Qualified majority voting (QMV)
Ordinary legislative procedure

Major treaties
Treaties of Rome, 1957
Single European Act, 1986
Maastricht Treaty, 1992
Lisbon Treaty, 2007

Terminology
Economic integration
Free trade area
Customs union
Common market
Internal market/single market
Economic union
Monetary union
Political union
Competency
Directives and regulations
Democratic deficit
Europhile
Eurosceptic
Europhobe
Enlargement
The Eurozone

Thinking Conceptually

Common misconceptions or difficulties students may have

Most AS students find studying the EU difficult because:

- they are often completely unfamiliar with the nature, institutions and processes of the EU before they start the topic and studying it therefore requires the acquisition of a lot of basic knowledge before the issues raised can be properly understood;
- the topic is, itself, quite demanding;
- media coverage is patchy and tends to be critical, negative and superficial.

A very common, and very specific, confusion in students' minds is that between the European Court of Justice (ECJ) and the European Court of Human Rights (ECHR), a distinction which has become increasingly less obvious as the EU expands its guarantees of fundamental rights. Students can also be confused by the various uses of the term 'Council'. The Council is one of the main institutions of the EU. The Heads of State/Government meetings are called the European Council. The Council of Europe is based in Strasbourg, flies the European flag and has Beethoven's Ninth Symphony as its anthem. It is, however, an entirely separate body.

Conceptual links to other areas of the specification – useful ways to approach this topic to set students up for topics later in the course

Much of the 'language of politics' is common to a wide range of topics covered at AS and A level, especially concepts like democracy, representation, accountability, constitution and power. For students who will be continuing to A2, the study of Britain's relationship with the EU provides an opportunity to introduce a number of ideas that they will encounter later in the course if they have not done so already, including unitary, devolved and federal forms of government, sovereignty and decentralisation.

ACTIVITIES

Contexts

The relationship between the UK and the EU may be viewed in a number of contexts: historical, constitutional, governmental, organisational, legal, political. However, the stress in this paper is very much on the contemporary.

Teaching

There are number of ways of teaching the EU. One way is to consider the issues that British membership raises and deal with the concepts, terminology, EU structures and processes, and so forth, as they arise. Another is to provide students with the a basic understanding of the concepts and ideas they will meet, together with some background before considering the institutional arrangements, processes and issues that lie at the heart of the topic.

Activities

The activities below can be used as required to build the necessary knowledge and understanding that students will find useful when studying Britain's relationship with EU. Some will be useful as 'starters', while others might form the main part of a lesson or can be set for homework.

Thinking Contextually

Activities	Resources
Activity 1 **Impressions** Many students have little real idea about what the EU is, or does, before they study it. However, this does not mean that they have remained untouched by media coverage. Activities 1.1. and 1.2 do not require any prior or explicit knowledge of the EU but should alert students to the fact that their attitudes may already have been influenced by what they have heard, seen or read. Activity 1.3 is intended to make students aware of the possibility of exaggeration, not to say dissimulation, and the selective use of evidence on both sides of the argument and the need for caution when presented with 'evidence'.	
Activity 2 **Basic Economics** Closer co-operation in Europe after the war was driven partly by the desire to prevent future war and partly by a wish to encourage economic growth. Although the economic arguments for and against the EU do not normally figure in answers to questions on the exam paper, they do provide a necessary context and are worth knowing, at least in a basic form. Of course, economic arguments do have a political dimension. Suggested answers are contained in Teacher Resource 1.	

Activities	Resources
Activity 3 **Where is Europe?** While not essential to understanding the arguments surrounding British membership of the EU, a knowledge of which countries are members of the EU is useful and maps can illustrate better than any other source the growth of the EU in recent years and the eastward drift of its centre of gravity. There are a number of options: • Students can be asked to draw a map of Europe freehand from memory and identify which states are members of the EU; • Or be given map of Europe with the state borders already marked and asked to identify the members of the EU; • Or be given a map of Europe with the states named and asked to identify which are members of the EU (colour coding the map to distinguish between the first 10 members and the last 18 to join is a useful exercise in itself); • Or a combination of the above. Links to free maps online can be found in Teacher Resource 2. Similarly, appreciating the fact that boundaries on maps do not always tell the full story, and that there is always a broader historical context, is a useful discipline. The YouTube link in Activity 3.3 is a reminder, if it were needed, that when it comes to the EU things are not always as simple as they might be, while Activity 3.4 is places the EU in a much broader historical context.	
Activity 4 **A History of the EU** The main focus of the topic is Britain's relationship with the EU, but the specification also requires students to know about the nature, origins and aims of the EU more generally. The video clip that forms the basis of Activity 4.1 provides a short overview of the EU from its origins in the 1940s to the last major enlargement in 2004. Answers can be found in Teacher Resource 3. As a follow-up exercise, a more detailed timeline, like that in Activity 4.2 can be produced. Online sources are both accessible and comprehensive, though care should be taken to ensure that they are up-to-date. Suggested websites are listed on the Activity page itself and in Teacher Resource 3 which also provides possible answers.	

Thinking Contextually

Activities	Resources
Activity 5 **Language** This activity is designed to help students acquire the necessary terminology needed for discussing the EU by leading them through a series of exercises from basic prefixes and suffixes to composite definitions. Answers can be found in Teacher Resource 4.	
Activity 6 **EU: nature, origins and aims** This Activity is intended as a one page summary of EU basics before students embark on a more detailed coverage of institutions and decision-making. An answer can be found in Teacher Resource 5.	

Thinking Contextually

Activities	Resources
Activity 7 **Organisation** Students do not need to know the membership, organisation, role and power of every EU institution in detail, but they should have a sufficient knowledge of the main ones to appreciate, for example, the extent to which Britain can influence EU decisions or the arguments for and against the alleged democratic deficit. This activity encourages students to research key aspects of the main EU institutions and to summarise what they have found. It can be completed by individuals or in groups, with group members dividing the tasks between them and sharing their findings. The EU publication listed in Activity 7 and Teacher Resource 6 is very comprehensive and up-to-date but contains far more detail than is needed. The BBC source contains a number of useful video clips but is slightly dated. A completed answer can be found in Teacher Resource 6.	
Activity 8 **Making decisions** How decisions are made in the EU features prominently in the specification. Activity 8.1 is intended to make students aware of the different types of decision made by the EU and how they are taken and, thus, the degree of influence that the UK has over such decisions. An answer can be found in Teacher Resource 7. Activity 8.2 draws students' attention to the fact that the EU can only make decisions in areas for which it has exclusive or shared competence. An answer can be found in Teacher Resource 7. Activity 8.3 builds on 8.1 by requiring students to use what they have found out about EU decision-making to consider the extent to which the UK can or cannot, influence EU decisions. An answer can be found in Teacher Resource 7.	

Thinking Contextually

Activities	Resources
Activity 9 **Impact of EU membership on the British government, politics and constitution** Activity 9.1 and poses two questions which often arise when British membership of the EU is being discussed: • what proportion of government activity is actually subject to EU decision-making? • what proportion of British laws are made in the EU? There is no agreed answer to either of these questions and therefore there is considerable potential for classroom debate. It also illustrates the difficulties of coming to any definitive conclusion. Activity 9.2 is intended to alert students to the political impact that membership of the EU has had on UK. Suggested answers can be found in Teacher Resource 8. Activity 9.3 takes the analysis a step further by requiring students to categorise these impacts according to whether they have been on the government, politics or the constitution. This can be done by completing the columns in groups, or, if a more 'active' approach is desired, by creating cards, each with an impact on it, and asking students to sort them according to whether they think the impact has been mainly political, constitutional or governmental. Clearly there is degree of overlap, but that in itself is useful prompt to discussion. Suggested answers can be found in Teacher Resource 8.	

Learner Resource 1

Impressions

1.1 Write down as many words as you can that you associate with the EU.

1.2 Sort the words into two groups, one for positive terms and another for negative ones. Which group is the largest? Why do you think this is? Is this a matter of concern?

1.3 Both those who support Britain's membership of the EU and those who oppose it point to 'myths' perpetrated by their opponents. Look at the websites below. What conclusions, if any, can you draw from what you have read?

• http://www.gq-magazine.co.uk/comment/articles/2013-05/02/ukip-debunking-eu-myths
• http://blogs.telegraph.co.uk/news/danielhannan/100277807/ten-myths-about-britains-relationship-with-the-eu/
• And the EU has published its own going back to 1994: http://blogs.ec.europa.eu/ECintheUK/euromyths-a-z-index/

Learner Resource 2

Basic Economics

There are many arguments in favour of free trade - economic, political, philosophical and moral - but also against it, so …

2.1 Why do countries trade?

```
1

2

3
```

2.2 If trade is good, why do countries try to limit or prevent trade?

```
1

2

3
```

2.3 How can a country limit or prevent trade?

```
1

2

3
```

2.4 How can barriers to trade be reduced?

```
1

2

3
```

Where is Europe?

3.1 Identify as many current European states as you can on the map below,

3.2 Identify the 28 (2015) current members of the EU on the map below.
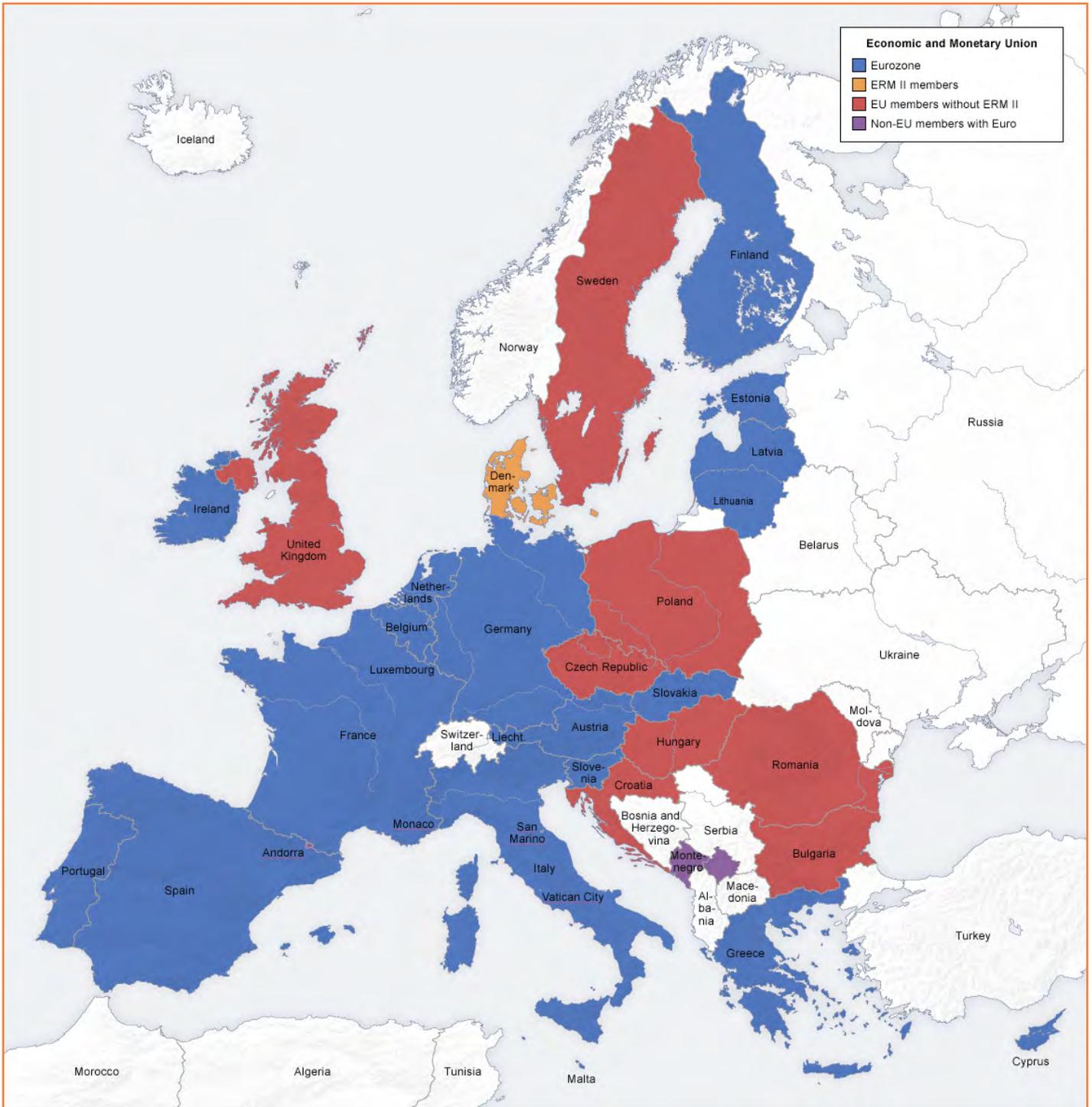
3.3 However, EU membership is not as clear cut as maps sometimes make it seem: https://www.youtube.com/watch?v=O37yJBFRrfg

3.4 And that the history of Europe has been one of constant change: https://www.youtube.com/watch?v=uxDyJ_6N-6A

Learner Resource 4

A History of the EU

4.1 Watch the video and answer the questions below: https://www.youtube.com/watch?v=XgnXwrsMBUs

How was the EU established?	
Why?	
What was discussed in the 1940s?	
What was the first union to be formed?	
When?	
Why?	
By whom?	
What was established in 1958?	
What did it aim to do?	
When did the UK join?	
What did the Single European Act (SEA) do in 1986?	
What did the Maastricht Treaty do in 1993?	
In 2002, the euro was introduced. What did it involve?	
What happened in 2004?	

Learner Resource 4

4.2 EU Timeline: The EU can trace its origins at least as far back as the agreement to establish the European Coal and Steel Community (ECSC) in 1952. Starting with the creation of the European Economic Community (EEC) in 1957, fill in the gaps in the table below. Where there are two rows for a year, there are two major events worthy of note. The major treaties have been done for you.

1957	*Treaty of Rome:* EEC created (came into force in 1958).
1968	
1973	
1974	
1975	
1979	
1980	
1981	
1985	
1986	*Single European Act* (SEA) committing the community to a single market agreed.
1988	
1992	*Maastricht Treaty* (formally, the Treaty of European Union) establishes the EU (came into force in 1993). The UK negotiates exemptions from the social chapter and monetary union.
1993	
1995	
1997	*Amsterdam Treaty.*
2002	*Nice Treaty*: debate on the *Future of Europe* begins.
2002	
2007	*Lisbon Treaty*: a consolidation existing treaties or a constitution by stealth?
2008	
2013	

You might find the following websites helpful:

http://en.wikipedia.org/wiki/Timeline_of_European_Union_history

http://www.bbc.co.uk/news/world-europe-18788906

http://www.politics.co.uk/reference/political-guides-eu-history-timeline-of-key-eu-events-politi

http://news.bbc.co.uk/1/hi/world/europe/3583801.stm

http://www.telegraph.co.uk/news/worldnews/europe/6181087/Timeline-history-of-the-European-Union.html

Learner Resource 5

Language

5.1 Knowing what certain prefixes and suffixes might mean can be very useful when coming to grips with the EU.
Complete the table below: the first one is done for you.

Prefix	Meaning	Example
un-	not	unimportant, unconstitutional, unopened
anti-		
ante-		
pre-		
post-		
extra-		
inter-		
intra-		
infra		
super-		
supra-		
pan-		
trans-		
ultra-		
sub-		
de-		
co-		
mono-		
uni-		
pro-		
-phobe		
-phile		

Learner Resource 5

5.2 Now define the following terms:

International	
Intergovernmental	
Supranational	
Interdependence	
Europhile	
Eurosceptic	
Europhobe	
Unitary government	
Decentralisation	
Subsidiarity	

5.3 The language of economics: what do the following terms mean?

Economic integration	
Free trade area	
Customs union	
Common market/Single market/Internal market	
Economic union	
Monetary union	
The Eurozone	

Learner Resource 5

5.4 The language of politics: what do the following terms mean?

Democracy	
Democratic deficit	
Representation	
Accountability	
Sovereignty	
Internal sovereignty	
External sovereignty	
Pooled sovereignty	
Federalism	
Political union	

EU: nature, origins and aims

Identify the parts of the following statements which describe (a) the nature of the EU (b) its origins or (c) its aims. You might find it useful to highlight each in a different colour.

"The EU is a group of 28 European states and 500m people, pledged to an 'ever-closer union' and committed to the free movement of people, goods, services and capital.

It was created by the Treaty of Maastricht in 1992, but can trace its origins back at least as far as the establishment of the European Economic Community (EEC) which was established by France, West Germany, Italy, Belgium, the Netherlands and Luxembourg in 1957 to prevent future war in Europe and encourage economic growth.

The members of the EU are all sovereign and independent states who, the EU says, have pooled some, but not all, of their sovereignty and decision-making powers in order to gain strength and the benefits of size.

The EU does not have a constitution as such, but is based on a series of treaties which set out its objectives, organisation and decision-making processes and relationship with the member states.

The EU has both intergovernmental and supranational features. Organisationally therefore, it sits between fully federal systems, like the USA, and loose, intergovernmental arrangements like the UN.

Today, the EU is much more than the common market that some of its critics think it should be: it is a single market with common policies in number of areas, no border controls between the vast majority of its members and a single, common, currency shared by 19 of them. It also seeks to develop common approaches to foreign, defence, security and justice policy amongst its members and to promote human rights."

Learner Resource 7

Organisation

Fill in the gaps in the table below Useful sources include:

- http://www.bbc.co.uk/news/world-europe-23488006 The BBC website, which has brief descriptions of the main EU bodies together with short video clips (date, July 2014)
- http://bookshop.europa.eu/en/how-the-european-union-works-pbNA0414810/?CatalogCategoryID=luYKABst3IwAAAEjxJEY4e5L The EU website which contains a much more detailed outline.

European Council

Membership and organisation	Role and Power
• Head of state or government of each member state. • President of .... • President of .... • Meets (how often?)	

Council of the European Union

Membership and organisation	Role and Power
• In practical terms, not one, but several bodies, each focusing on a different aspect of the EU's work. • Attended by .... • But also officials from	• Agrees detailed policies and adopts legislation. • More specifically, the Council has five key responsibilities: 1. 2. 3. 4. 5. • In most cases, decisions are made on the basis of (voting system) .... under which the bigger countries get more votes. Some policies require unanimity but, in practice, most decisions are reached on the basis of consensus without any dissenting votes anyway.

Learner Resource 7

European Commission

Membership and organisation	Role and Power
• … (number) commissioners, one from …………………… ……………… each focusing on a particular area of policy. • They serve the interests of ………. and not …...…………. ………………………………… and are led by the ………………………………………………….who is nominated by the European Council and approved by the EP.	• The executive arm of the EU which drafts laws and acts as "guardian of the treaties". • The Commission has four main roles: 1. 2. 3. 4.

European Parliament

Membership and organisation	Role and Power
• …… (number) MEPs, allocated between member states broadly according to …………………………… elected by ……..……… (system). and serving fixed, ……… year, terms. • Sit according to European political groupings and not by nationality.	• Shares the power to legislate with ……………………………………………………………… • Exercises democratic supervision over all EU institutions, and in particular the Commission. For example, it has the power to approve or reject ……………………………………………………………… ……………………………………………………………… ……………………………………………………………… • Shares authority with the ……………………………………… ………………………………………… over the EU budget. • MEPs divide their time between their constituencies, the Strasbourg parliament and Brussels, where they attend additional plenary sittings, as well as committee and political group meetings.

European Parliament

Membership	Role and Power
• Judges from each member state	• To interpret and apply ……………………………………… in disputes between ……………………………………… ………………………………………………………………

Learner Resource 8

Making decisions

The way decisions are made in the EU depends on what is being decided. There are three main types of decision:

1. decisions about the fundamental aims, nature and organisation of the EU;
2. decisions about the general direction of the EU;
3. decisions about specific policy/legislation.

8.1 Complete the table below by finding out for each type of decision:

1. which bodies make them;
2. how they make them.

Useful source include:

http://bookshop.europa.eu/en/how-the-european-union-works-pbNA0414810/?CatalogCategoryID=luYKABst3IwAAAEjxJEY4e5L

http://en.wikipedia.org/wiki/European_Parliament#Legislative_procedure

http://europa.eu/scadplus/constitution/doublemajority_en.htm

8.1.1 Changes to the founding treaties

Fundamental changes to the aims, nature and organisation of the EU require amendments to the founding treaties. The European Council i.e. the member states, have the dominant say in such decisions, but there is a process to be followed:

1. The European Council … does what?

2. The Convention … does what?

3. An Intergovernmental Conference (IGC) … does what?

However, even if agreement is reached on proposed changes, they have to be ratified by each member state, usually by a vote of the legislature or a referendum.

Learner Resource 8

8.1.2 Setting the agenda

The EU's overall political direction and priorities are set by …

Decisions are reached by …

8.1.3 Making Laws

- The EU's standard way of legislating is known as ……………………………………………………………………………
- This requires the agreement of (three bodies) …………………………………………………………………………… ……
- Legislation is initiated by ……………………………………………………………………… which has the sole right to do so.
- It submits the text to the…………………………………………………………………………………………………… and the …… for their consideration.
- The ……………………………………………… and the ……………………….. consider the proposals separately, suggest amendments, negotiate changes and then adopt (or not) the final version.
- The European Parliament takes decisions on the basis of ……………………………………………………… (voting system).
- For most decisions the Council uses ……………………………………………………………………………… (voting system)
- Under this ………… of the 352 available votes must be cast in favour of a measure for it to be approved (2015).
- It must also include ……… % of the member states representing ….% of the population.
- One consequence of this is that at least 15 countries must support a measure for it to come into force and at least four countries are needed to block a decision.
- However, a high proportion of decisions are the result of consensus i.e. no negative votes or abstentions are recorded.

Learner Resource 8

Competences

It is important to remember that, when it comes to legislating, the EU can only make decisions in areas for which it has responsibility. These areas are known as 'competences' and fall into three categories:

1. Areas in which the EU exercises exclusive competence and in which it alone can legislate;
2. Areas in which the EU has shared competence with the member states (meaning that the member states can act, but only if the EU chooses not to);
3. Areas in which member states alone exercise responsibility and the EU's role is limited to supporting, coordinating or complementing their actions.

8.2 Complete the table below by identifying as many of the main EU competences as you can.

http://ec.europa.eu/citizens-initiative/public/competences/faq#q1 will help you.

Exclusive competence	Shared competence	Supporting competence

The Maastricht Treaty also gives the EU competence to define and implement a common foreign and security policy, including the progressive framing of a common defence policy.

Learner Resource 8

UK Influence

How much influence does the UK have in the EU? And is it increasing or declining?

8.3 Watch the video *British Influence: How much power does Britain have in the European Union?*
https://www.youtube.com/watch?v=NQBTaoAitm8

1. Does the video answer the question? If not, why not?

2. Plan two speeches, the first in which you argue that the UK has a significant influence in the EU and a second in which you argue that this influence is very limited. Decide which is the most convincing and deliver it to the rest of your group.

3. Do you think that the UK's influence in the EU increasing or declining? And does it matter?

You may find the following sources useful:
http://forbritain.org/measuring_britains_influence_council_ministers.pdf

http://forbritain.org/MEPs%20votes.pdf

https://www.opendemocracy.net/can-europe-make-it/kirsty-hughes/britain-and-eu-%E2%80%93-sorry-tale-of-collapsing-influence-and-dishonest-d

Learner Resource 9

Impact of EU membership on the British government, politics and constitution

9.1 Two questions often arise when the issue of British membership of the EU is being discussed:

1. What proportion of British government activity is subject to EU decision-making?
2. What proportion of British laws are made in the EU?

Try to find the answers to these questions. You may find the following websites useful:

http://www.theguardian.com/news/datablog/2014/mar/21/budget-2014-tax-spending-visualised

http://openeuropeblog.blogspot.co.uk/2009/04/how-many-of-our-laws-are-made-in.html

http://blogs.channel4.com/factcheck/is-most-of-the-uks-law-made-in-brussels/1498

https://fullfact.org/europe/eu_make_uk_law-29587

http://www.parliament.uk/briefing-papers/RP10-62/how-much-legislation-comes-from-europe

9.2 The UK has been a member of the EU for more than 40 years and inevitably this has had an impact on Britain's' government, politics and the constitution as well as the economy. Summarise this impact using the table below. Include both positive and negative impacts.

Area	Impact
External sovereignty	
Executive (government) Points to consider: • Policy-making • Agenda-setting • Decision-making • Influence in Europe • Veto powers • Organisation of government • Etc.	
Legislature (parliament) Points to consider: • Sovereignty • Institutional arrangements • Etc.	
Judiciary Points to consider: • Impact of EU law • Role • Power • Etc.	

Political agenda Points to consider: • Issues • Etc.	
Parties and the party system Points to consider: • Party unity • New parties • Party system • Etc.	
Pressure groups Points to consider: • Access points • Focus • Organisation • Etc.	
Individual rights Points to consider: • Additional rights • Access to courts • Etc.	
Democracy Points to consider: • Improved? • Diminished? • Etc.	
Representation Points to consider: • Improved? • Diminished? • Etc.	

9.3.1 Government, politics and the constitution are not the same thing. In the boxes below, define each in such a way that the differences between them are apparent.

Government

Politics

The constitution

9.3.2 Classify the various impacts of UK's membership of the EU according to whether they have been on 'the government', and/or 'politics' and/or 'the constitution' by ticking the boxes below.

	Government	Politics	Constitution
External sovereignty			
Executive (government)			
Legislature (parliament)			
Judiciary			
Political agenda			
Parties and the party system			
Pressure groups			
Individual rights			
Democracy			
Representation			

Teacher Resource 1

Basic Economics

There are clearly more than three answers to each of the questions, but three is sufficient for the purposes of this exercise. Useful sources include:

http://www.economicsonline.co.uk/Global_economics/Why_do_countries_trade.html

http://en.wikipedia.org/wiki/Free_trade_debate

2.1 Why do countries trade?

1. They don't have the goods or resources they want or need e.g. Japan has no oil reserves.
2. Other countries can produce the goods they want or need more cheaply or better e.g. Australian coal, iron etc.
3. It is better to specialise and trade than to produce everything you need yourself (NB the law of comparative advantage)

2.2 If trade is good, why do countries try to limit or prevent trade?

1. To protect an industry while it is developing and, for example, does not yet benefit from economies of scale (the 'infant industries' argument).
2. To reduce economic dependency on other countries e.g fuel dependency, food dependency.
3. For reasons of national security e.g.to ensure the existence of essential supplies in time of war.

2.3 How can a country limit or prevent trade?

1. Impose taxes (tariffs) on imports.
2. Impose quotas on imports.
3. Create non-economic barriers to trade e.g. packaging requirements, labelling requirements, demanding product standards, and health and safety regulations.

2.4 How can barriers to trade be reduced?

1. Bilateral negotiation e.g. http://en.wikipedia.org/wiki/List_of_bilateral_free_trade_agreements
2. Multilateral negotiation e.g. GATT (1948-94), WTO (1995-present)
3. Create a free area or common market e.g. NAFTA, ASEAN, CARICOM

Teacher Resource 2

Where is Europe?

There are many free outline maps available on the internet. The ones used in the Learner Resource can be found at:

http://www.worldatlas.com/webimage/countrys/europe/euoutl.htm

http://www.freeusandworldmaps.com/html/WorldRegions/WorldRegionsPrint.html

A History of the EU

https://www.youtube.com/watch?v=XgnXwrsMBUs

How was the EU established?	• By a series of treaties
Why?	• To ensure peace and cooperation to Europe
What was discussed in the 1940s?	• Establishing a European community
What was the first union to be formed?	• The ECSC
When?	• 1951
Why?	• To prevent further wars
By whom?	• West Germany, France, Italy, Belgium, Netherlands and Luxembourg.
What was established in 1958?	• The EEC
What did it aim to do?	• To make it easier to buy and sell a wider range of goods • And for people to travel, live and work in these countries
When did the UK join?	• 1973
What did the Single European Act (SEA) do in 1986?	• Reduce further barriers to trade between the member states
What did the Maastricht Treaty do in 1993?	• Renamed the EC the EU • Introduced more cooperation in areas like defence and justice • Agreed plans to bring the economies of the members closer together.
In 2002, the euro was introduced. What did it involve?	• Replacing 12 (now 19) existing national currencies with a single, common, currency. • NB1 Three countries, including the UK, declined to join • NB2 The euro is managed by the European Central Bank (ECB) which, amongst other things, sets the key interest rates and controls the money supply for all members of what is known as the eurozone.
What happened in 2004?	• 10 new countries joined the EU, the biggest enlargement in EU history.

Teacher Resource 3

4.2 EU Timeline
Useful sources:

http://en.wikipedia.org/wiki/Timeline_of_European_Union_history

http://www.bbc.co.uk/news/world-europe-18788906

http://www.politics.co.uk/reference/political-guides-eu-history-timeline-of-key-eu-events-politi

http://news.bbc.co.uk/1/hi/world/europe/3583801.stm

http://www.telegraph.co.uk/news/worldnews/europe/6181087/Timeline-history-of-the-European-Union.html

1957	*Treaty of Rome*: EEC created (came into force in 1958).
1968	Customs union achieved.
1973	UK, Republic of Ireland and Denmark join.
1974	Labour government re-negotiated terms of membership.
1975	Referendum held on the UK's continued membership.
1979	Mrs Thatcher demands a re-structuring of the UK's contributions: 'We want our money back'.
1980	Agreement reached on UK refund.
1981	Greece becomes the tenth member.
1985	Greenland (Denmark) leaves.
1986	*Single European Act* (SEA) committing the community to a single market agreed. Spain and Portugal become eleventh and twelfth members.
1988	In her Bruges' speech, Mrs Thatcher's warns against the creation of a European 'super-state' and later talks of 'socialism by the backdoor'.
1992	*Maastricht Treaty* (formally, the *Treaty of European Union*) establishes the EU (came into force in 1993). The UK negotiates exemptions from the social chapter and monetary union.
1993	Single market established.
1995	Sweden, Finland and Austria join the EU. Norway declines after a referendum.
1997	*Amsterdam Treaty*.
2002	The euro becomes the single currency for most EU members. *Nice Treaty*: debate on the *Future of Europe* begins.
2002	Ten countries in Eastern Europe join the EU.
2007	Romania and Bulgaria become the 26th and 27th members. *Lisbon Treaty*: a consolidation existing treaties or a constitution by stealth?
2008	Eurozone crisis begins to unfold.
2013	Croatia becomes 28th member of the EU.

Language
5.1

Prefix	Meaning	Example
un-	not	unimportant, unconstitutional, unopened
anti-	against, opposed to	anti-constitutional, antibiotics
ante-	before (in time)	antenatal, antecedent, antediluvian, antebellum
pre-	before (in time), already	prehistory, pre-assembled
post-	after (in time)	postnatal, postmodern,
extra-	outside, in addition to	extraterrestrial, extraordinary
inter-	between	international, intergovernmental, interstellar
intra-	within, inside	intravenous
infra	below	infrared, infra dig
super-	more than, great	supersonic, supermarket
supra-	above	supranational
pan-	all, across	panorama
trans-	across, beyond	transatlantic
ultra-	beyond, extremely	ultraviolet, ultra vires
sub-	below	subsidiarity
de-	negative, remove	decentralise, deactivate
co-	together	cooperation
mono-	single, one	monotheism, monopoly, monocle
uni-	single, one	unitary, unicycle
pro-	In favour of	pro Europe
-phobe	dislike or fear	europhobe
-phile	lover of	europhile, francophile,

5.2

International	Between states (or nations)
Intergovernmental	Between governments
Supranational	Above states (or nations)
Interdependence	Mutual dependence between members of a group
Europhile	In the context of the EU, someone who favours or supports British membership
Eurosceptic	In the context of the EU, someone who, although not necessarily opposed to British membership, is critical of, or who has doubts about, the EU as it is currently constituted and who usually opposes further political European integration
Europhobe	In the context of the EU, someone who is opposed to British membership
Unitary government	A form of government in which sovereignty is concentrated in the hands of a central authority or set of authorities. Power may be de-centralised, but, constitutionally at least, may be reclaimed.
Decentralisation	The transfer of government functions, for example, the power to make policy or to legislate, from central government to another body, usually a regional government
Subsidiarity	The idea that the EU should not act unless it can do so more effectively than national, regional or local government i.e. that decisions should be taken as close as possible to the citizen.

5.3

Economic integration	The closer integration/alignment of economic policies between a group of states. For example, by the abolition restrictions to trade or pursuing the same economic policies.
Free trade area	A group of states between who trade is free but whose members apply different duties and regulations to trade with non-members.
Customs union	A group of states between who trade is free and who apply the same duties and other regulations with non-members (a common external tariff).
Common market/single market/internal market	There slight differences between these terms, but all essentially mean an area without internal frontiers in which the free movement of goods, persons, services and capital is ensured. The Lisbon Treaty refers to an internal market.
Economic union	A group of states who have agreed common policies on freedom of movement of goods, services capital and labour and product standards and who share a common external trade policy.
Monetary union	A group of states who share a single currency.
The Eurozone	The 19 EU member states (2015) that have adopted the euro as their common currency and sole legal tender.

5.2

Democracy	At its simplest, government of the people, by the people, for the people.
Democratic deficit	A lack of democracy.
Representation	At its heart, the idea that an individual, or group, has the duty to speak and act on behalf of others.
Accountability	The duty of an individual or body to explain, account for, and, ultimately, accept responsibility for, their actions.
Sovereignty	1. Within a state, supreme or ultimate power. 2. In international affairs, the freedom to act independently
Internal sovereignty	Where ultimate power resides within a state.
External sovereignty	The ability to act independently internationally, usually used to characterise a country or state which is not subject to the legal authority of another as, for example, a colony would be
Pooled sovereignty	The sharing of a country's sovereignty with other states: states agree to delegate some of their own decision-making powers to shared institutions thus limiting their own freedom to make decisions those areas.
Federalism	A form of government in which sovereignty is shared, or divided, between the central/federal government and regional/state authorities.
Political union	The creation of a single state out of a number of smaller states

Teacher Resource 5

EU: nature, origins and aims

"The EU is a group of 28 European states and 500m people, pledged to an 'ever-closer union' and committed to the free movement of people, goods, services and capital.

It was created by the Treaty of Maastricht in 1992, but can trace its origins back at least as far as the establishment of the European Economic Community (EEC) which was established by France, West Germany, Italy, Belgium, the Netherlands and Luxembourg in 1957 to prevent future war in Europe and encourage economic growth.

The members of the EU are all sovereign and independent states who, the EU says, have pooled some, but not all, of their sovereignty and decision-making powers in order to gain strength and the benefits of size.

The EU does not have a constitution as such, but is based on a series of treaties which set out its objectives, organisation and decision-making processes and relationship with the member states.

The EU has both intergovernmental and supranational features. Organisationally, therefore, it sits between fully federal systems, like the USA, and loose, intergovernmental arrangements like the UN.

Today, the EU is much more than the common market that some of its critics think it should be: it is a single market with common policies in number of areas, no border controls between the vast majority of its members and a single, common, currency shared by 19 of them. It also seeks to develop common approaches to foreign, defence, security and justice policy amongst its members and to promote human rights."

Teacher Resource 6

Organisation

Useful sources:

http://bookshop.europa.eu/en/how-the-european-union-works-pbNA0414810/?CatalogCategoryID=luYKABst3IwAAAEjxJEY4e5L

http://www.bbc.co.uk/news/world-europe-23488006

European Council

Membership and organisation	Role and Power
• Head of state or government of each member state. • President of the European Council (chosen by the member states). • President of the European Commission. • Meets three or four times a year.	• Sets the EU's main priorities and overall policy direction.

Council of the European Union

Membership and organisation	Role and Power
• In practical terms, not one, but several bodies, each focusing on a different aspect of the EU's work. • Attended by one minister from each member state, relevant to the issue under discussion. • And also officials from the member states and the Commission.	• Agrees detailed policies and adopts legislation. • More specifically, the Council has five key responsibilities: 1. to pass European laws (in most fields, jointly with the EP); 2. to coordinate the member states' policies, for example, in the economic field; 3. to develop common foreign and security policies, based on guidelines set by the European Council; 4. to conclude international agreements between the EU and one or more states or international organisations; 5. to adopt the EU's budget, jointly with the EP. • In most cases, decisions are made on the basis of qualified majority voting (QMV) under which the larger countries get more votes. Some policies require unanimity but, in practice, most decisions are reached on the basis of consensus without any dissenting votes anyway.

Teacher Resource 6

European Commission

Membership and organisation	Role and Power
• 28 commissioners, one from each member state, each focusing on a particular area of policy. • They serve the interests of the EU and not their own state and are led by the Commission President who is nominated by the European Council and approved by the EP.	• The executive arm of the EU which drafts laws and acts as "guardian of the treaties". • The Commission has four main roles: 1. to propose legislation to the EP and the Council (for which it has the sole right); 2. to manage and implement EU policies and the budget; 3. to enforce EU law jointly with the Court of Justice; 4. to represent the EU around the world.

European Parliament

Membership and organisation	Role and Power
• 751 MEPs, allocated between member states broadly according to population, elected by PR and serving fixed, five year, terms. • Sit according to European political groupings and not by nationality.	• Shares the power to legislate with the Council of Ministers. • Exercises democratic supervision over all EU institutions, and in particular the Commission. For example, it has the power to approve or reject the nomination of the President of the Commission and Commissioners, and the right to censure the Commission as a whole. • Shares authority with the Council over the EU budget. • MEPs divide their time between their constituencies, the Strasbourg parliament and Brussels, where they attend additional plenary sittings, as well as committee and political group meetings.

European Court of Justice

Membership and organisation	Role and Power
• Judges from each member state	• To interpret and apply EU treaties and legislation in disputes between member states, EU institutions, businesses and individuals.

Making decisions

8.1.1 Changes to the founding treaties

Fundamental changes to the aims, nature and organisation of the EU require amendments to the founding treaties.
The European Council i.e. the member states, have the dominant say in such decisions, but there is a process to be followed:

1. The **European Council** decides by a simple majority whether to convene a Convention of interested parties to discuss any proposed changes.
2. The **Convention** meets and makes recommendations.
3. An **Intergovernmental Conference** (IGC) is held to discuss and decide on the proposals 'by common accord'.

All governments must agree to the proposed changes, which mean that in theory any member state can veto them, but exceptions may be agreed in order to achieve unanimity. However, even if agreement is reached on proposed changes, they have to be ratified by each member state, usually by a vote of the legislature or a referendum. NB the failure to ratify the 'EU Constitution' in 2005.

8.1.2 Setting the agenda

- The EU's overall political direction and priorities are set by the European Council
- This is done on the basis of consensus.
- The European Council does not adopt legislation, but instead issues 'conclusions', and identifies major issues to be dealt with by the Council of Ministers.

8.1.3 Making Laws

- The EU's standard way of legislating is known as 'Ordinary Legislative Procedure'
- This requires the agreement of (three bodies) Commission, the EP and the Council of the European Union
- Legislation is initiated by the Commission which has the sole right to do so.
- It by submits the text to the EP and the Council of Ministers for their consideration.
- The EP and the Council of Ministers consider the proposals separately, suggest amendments, negotiate changes and then adopt (or not), the final version.
- The European Parliament takes decisions on the basis of a simple majority
- For most decisions the Council uses qualified majority voting.(QMV)
- Under QMV 260 of the 352 available votes must be cast in favour of a measure for it to be approved (2015).
- It must also include 55% of the member states representing 65% of the population
- One consequence of this is that at least 15 countries must support a measure for it to come into force and at least four countries are needed to block a decision.
- However, a high proportion of decisions are the result of consensus i.e. no negative votes or abstentions are recorded.

8.2 Competences

Exclusive competence	Shared competence	Supporting competence
Customs union	Internal (single) market	Economic policy
Competition rules	Social policy	Employment policy
Monetary policy (Eurozone)	Cohesion (regional) policy	Education
Fisheries conservation	Agriculture and fisheries	Health
Common commercial policy	Environment	Social policy
International agreements	Consumer protection	
	Transport	
	Energy	
	Area of freedom, security and justice	

Teacher Resource 7

The Maastricht Treaty also gives the EU competence to define and implement a common foreign and security policy, including the progressive framing of a common defence policy.

8.3 UK influence

The debate between Nick Clegg and Nigel Farage on BBC1 in April 2014 is pertinent, but its focus is much broader than the specific questions asked here - and it lasts an hour. It can be found at https://www.youtube.com/watch?v=VoYD8d__uzs

1. The video is entitled *British Influence*: *How much power does Britain have in the European Union*? but doesn't answer its own question. Apart from references to the SEA, enlargement and the WTO there is no discussion of what power the UK has, how it is has used what power it has or the limits on that power. It is strong on opinion and aspiration but weak on evidence.
2. Students should appreciate that Influence comes in many forms and that although the UK may have a certain formal status under EU treaties, influence is also about many other things including the power to persuade and the ability to build alliances.

Reasons for arguing the UK has influence in the EU might include:

1. The UK is a member of the European Council which sets the general direction of the EU and whose approval is needed for any major treaty changes.
2. Most decisions taken by the European Council are made on the basis of consensus, so the UK can veto proposals it does not like.
3. The UK is a member the Council of Ministers whose consent is necessary for all EU laws.
4. The UK has 73 MEPs in the EP and the EP's consent is necessary for all EU laws.
5. The UK has been the driving force behind several major EU developments including enlargement and the Single European Act.
6. UK citizens play important roles in the EU hierarchy: Lord Hill has been a member of the European Commission since 2014 and Christopher Vajda QC has been an ECJ judge since 2012 and Catherine Ashton was the High Representative of the Union for Foreign Affairs & Security Policy and Vice-President of the European Commission between 2009 and 2014.
7. The UK 'punches above its weight' diplomatically.

Reasons that arguing that UK influence is actually very limited might include:

1. The UK is just one of 28 states which attend meetings of the European Council and Council of Ministers and so can easily be marginalised or ignored e.g. 2014
2. Although decisions in the European Council are taken on the basis of consensus, leaders come under enormous pressure not to veto a proposal that the rest agree on.
3. Most decisions in the Council of Ministers are taken using QMV. And although unanimity is usually sought, the UK does not have the power of veto and can only prevent a decision being made if it can persuade at least three other states to join it. According to *Business for Britain* "the UK has not managed to prevent a single proposal from becoming European law and 55 measures that the UK has opposed, since 1996, but have gone on to become British law."
4. The UK may have 73 MEPs in the EP, but that is out of a total of 751: UK MEPs on their own cannot prevent measures they oppose being agreed, even if they voted as a single bloc - which they don't. According to *Business for Britain*, in the last EP term (2009-14) UK MEPs failed to prevent only 16% of motions which they say were against British interest from being passed.
5. The UK cannot initiate legislation, though it can make suggestions, only the Commission can do that.
6. British appointed commissioners and judges serve the interests of the EU, not the UK.
7. The UK has opted out of the euro, the Schengen Agreement, the Fundamental Charter of Rights and aspects of the Justice and Home Affairs and has no say in these matters e.g. the Greek debt crisis.
8. The UK's traditional lack of enthusiasm for Europe may undermine its influence.

3 Is the UK's influence increasing or declining? And does it matter?

Students may well conclude that British influence is declining, given that in 1973 it was of just nine members of the EU but now is one of 28. For example, according to *Business for Britain*, "the UK's representation in all of the EU's bodies has declined dramatically. Since 1973 the UK's voting power in the Council of Ministers has decreased from 17% to 8%, in the European Parliament it has decreased from 20% to 9.5% and in the European Commission it has decreased from 15% to 4%".

However, whether this matters or not depends on the benefits of membership, economic, political and social.

9.1

The first problem that students will face with these questions is measurement: how do you measure the proportion of British government activity that is subject to EU decision-making? Or the proportion of UK legislation that is 'made in the EU'?

One way to calculate the former is to determine the proportion of government expenditure and income that falls, or doesn't fall, within the exclusive or shared competence of the EU. And students might note that the three biggest receivers of state finds - social protection, health and education on the Guardian pie chart - are outside the EU's control. But is this an accurate measure of the EU's influence? What about the workings of the internal market which do not figure highly in government expenditure plans but have a massive impact on business? And is this relevant to the question that was originally asked?

The question of the proportion of British laws are made in the EU is much debated but in 2010 a House of Commons Research Paper observed that, "estimates of the proportion of national laws based on EU laws vary widely in other EU Member States, ranging from 6.3% to 84%. However, there is no totally accurate, rational or useful way of calculating the percentage of national laws based on or influenced by the EU." It goes on to explain why this is the case and the many problems facing anyone trying to reach a sensible conclusion. See http://www.parliament.uk/briefing-papers/RP10-62/how-much-legislation-comes-from-europe

9.2

It is important to stress that this list of impacts ignores the economic and social consequences of Britain's membership of the EU which might form part of a wider debate. A cost benefit analysis of British membership can be found at http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=5&ved=0CDlQFjAE&url=http%3A%2F%2Fwww.parliament.uk%2Fbriefing-papers%2FSN06091.pdf&ei=HovPVMi8AcKa7AaLvYHlAg&usg=AFQjCNENEix4lER5l2iQoWuvBCsL93URkQ&bvm=bv.85076809,d.ZGU

Area	Impact
External sovereignty	• A reduced capacity to act independently internationally? • Or enhanced influence in the world as a result of pooing sovereignty and being a member of a major political and economic bloc?

Executive (government)	• Government policy must be compatible with, and therefore is limited by, European law (including decisions of the ECJ).
	• Government has reduced agenda-setting powers in areas of EU competence: broad policy direction is set by the European Council; specific legislation initiated only by the Commission.
	• Government has reduced decision-making powers in areas of EU competence: use of QMV in the Council of Ministers; legislation requires the approval of the Council of Ministers, the Parliament and the Commission with no national veto.
	• Enlargement has further diluted British influence.
	• As has the growth in the EU's competences (see below).
	• There has been a Europeanisation of British politics:
	   € PM attends the regular meetings of European Council;
	   € Ministers attend meetings of the Council of Ministers.
	• New institutional arrangements have been introduced, for example, new cabinet committees, and ministerial `posts.
	• But large areas of government activity remain outside the scope of the EU.
	• Significant areas of EU co-operation are intergovernmental rather than supranational.
	• Britain has secured opt-outs from various treaty commitments, most notably membership of the eurozone.
	• Membership of the EU means that the UK can exert more influence on European-wide policies.
	• The UK retains the power to veto proposals where the unanimous approval of the European Council and Council of Ministers is required.

Legislature (parliament)	• There has been a loss of parliamentary sovereignty:
	  • Parliament can no longer independently legislate in areas of EU exclusive competence or in areas of shared competence where EU has legislated.
	  • EU law takes precedence over British law and when the two conflict, EU law is superior (primacy of EU law).
	  • However, parliament still retains ultimate legislative authority to repeal the European Communities Act and take the UK out of the EU.
	• New institutional arrangements have been introduced e.g. European Scrutiny Committee (Commons) and EU Select Committee (Lords). However, while there is a minister of state for Europe within the FCO, there is no separate departmental select committee for the EU in the Commons.

Judiciary	• Judges must apply EU laws when making their decisions. • Judges must interpret EU laws and treaties in line with ECJ decisions. • Courts can set aside British law where it conflicts with EU law. • There has been increased judicial activism (a greater willingness to interpret the law in creative ways)?
Political agenda	• EU policies e.g. migration, the Common Agricultural Policy and the Common Fisheries Policy, have become issues in British politics. • EU membership itself is a major issue in British politics.
Parties and the party system	• Membership and direction of the EU, particularly deepening, have split parties and arguably affected the outcome of elections. • It has also led to the emergence of new parties. • And been partly responsible for the demise of the two-party system?
Pressure groups	• Membership has created more opportunities to influence decision-makers (access points). • Shifted the focus of some pressure group activity from Westminster to Brussels. • Led to the formation of Europe-wide alliances (Eurogroups) which have the potential to exercise more influence.
Individual rights	• UK citizens have acquired additional rights (social chapter). • And access to ECJ to resolve issues. • But the UK secured an opt-out from the European Bill of Fundamental Rights at Lisbon, though the status of this opt-out is disputed.
Democracy	• Created a democratic deficit?
Representation	• Created an additional level of representation in decision-making (EP). • Increased pressure for further electoral reform in the UK?

NB The expansion of EU competences

1957 Treaty of Rome	1992 Maastricht Treaty
Customs union	Common foreign and security policy
Free movement of goods	Justice and home affairs
Common commercial policy	Economic and monetary union
Free movement of persons, services	Education
and capital	Culture
Common agricultural policy	Cooperation and development
Common transport policy	
Competition	**1997 Amsterdam Treaty**
Coordination of economic policies	Employment
Common market	Social policy
European Social Fund	Discrimination
European Investment Bank	
	2007 Lisbon Treaty
1986 Single European Act	Space
Single Market	Energy
Environment	Civil protection
	Data protection
	Sport

9.3.1

Government
- The <u>institutions</u> which govern the country, that is make and carry out decisions on behalf of UK citizens, essentially the executive (political and administrative, national, regional and local), the legislature and the judiciary.
- The <u>processes</u> by, or ways in which, those decisions are made.

Politics
Everything. But in this context, and to be practical, it would include the activities of:

- The executive
- The legislature
- The judiciary
- Parties
- Pressure groups
- Movements
- Individuals

Teacher Resource 8

The constitution

The fundamental principles and laws covering:

- the power, functions and duties of the various organs of the state
- the rights and duties of the individual

9.3.2

	Government	Politics	Constitution
External sovereignty	✓	✓	
Executive (government)	✓	✓	✓
Legislature (parliament)	✓	✓	✓
Judiciary	✓	✓	✓
Political agenda	✓	✓	
Parties and the party system		✓	
Pressure groups		✓	
Individual rights		✓	✓
Democracy		✓	✓
Representation		✓	✓

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