

Los Alamos Strategic Studies Program

Negotiations Following a Crisis – A Simulated Scenario
Los Alamos National Laboratory, Los Alamos, New Mexico

NEGOTIATIONS FOLLOWING A CRISIS A SIMULATED SCENARIO

Rajan Gupta, Babetta Marrone, Grant Heiken, Giday Wildegabriel, Mario Perez, Merle Lefkoff, Chad Olinger, Lisa Hale, Jennifer Rudnick, Norman Johnson, Veronique Longmire, Sarah Michalak, Michael Warren, Reese Fullerton

Disclaimer: The game scenario, the countries of Acta and Bindi, the two organizations REMA and the Chos Liberation Front, the people and their roles are fictitious.

It is up to you to develop the scenario and play your role convincingly to create reality!

ACTA-BINDI CONFLICT AND RELEASE OF BIOAGENT

Historical Background

The Country of Acta

For centuries, the peoples of Acta took pride in their independent nature and cultures. Mountain peoples, they cared for the food they raised communally in small villages and protected their ancient cultures from outsiders and their influences. Historically, the kings of Acta, true autocrats, ruled the area around the ancient city of Aroma (the current capital) for centuries, but were viewed with suspicion and scorn by the mountain villagers.

Late in the 20th Century, a magnitude 8.1 earthquake devastated much of the country. Thousands died, raising Acta into worldview. Millions of dollars worth of humanitarian aid poured into the country. With riches beyond imagination in sight, the autocrat king was overthrown by General Bho, the commanding officer of Acta's army, who has

Confronting Terrorism – 2002

◆ *Negotiations Following a Crisis – A Simulated Scenario* ◆ ©

ruled the country as dictator ever since. Whatever monetary aid came into the government was partly distributed by him to the military and secret police and partly into a Bahamian bank account. Relations with neighboring Bindi have always been antagonistic, but have gotten worse with border disputes in the southern mountains because of the mineral resources, water, and timber present there. The international community, while recognizing the government of General Bho, has not paid significant attention to Acta because of its lack of strategic or economic importance.

The Country of Bindi

Unlike Acta, Bindi gained freedom from its colonial ruler in 1892 after a long series of negotiations for independence failed, resulting in a short, but intense war. After gaining freedom, Bindi cultivated a mutually beneficial relationship with its former colonial ruler and was able to use this relationship as the basis for developing its economy and to cultivate a well-educated urban population. During WWI and WWII, Bindi supplied important war materials such as hemp, livestock, fruit, and vegetables, to the Allied Powers. It also allowed limited access and use of its port to Allied ships. Bindi is considered a prime tourist attraction and offers a very favorable investment climate for multinational corporations.

Bindi is known worldwide for the quality of its livestock and its skiing. It has long been a prime tourist attraction (some of the world's wealthiest families vacation there regularly), and it offers a very favorable investment climate for multinational corporations, particularly in the agribusiness industry.



After WWII, a large number of people from Acta and Bindi immigrated to the US and settled in Nebraska and Iowa. Political activism of this population increased over the decades. Acta and Bindi immigrants and descendents now hold two seats in the US Senate and three seats in the House as well as numerous local offices in the Midwest.

Appendices 2, 3, and 4, along with the attached map, provide background information on the nations of Acta and Bindi.

The Chos Region (pronounced "tchos")

Confronting Terrorism – 2002

◆ *Negotiations Following a Crisis – A Simulated Scenario* ◆ ©

In the Chos region of the southwestern mountains, which straddles Acta and Bindi as shown in the attached map, an indigenous people of mostly subsistence herdsman have claimed independence from both Bindi and Acta. Their aspirations have been ignored for generations. As a result, the Chos people, through the Chos Liberation Front, have begun an armed struggle against both Acta and Bindi. The purpose of the rebellion is to gain their autonomy. They are partially funded by an affluent displaced monarchy and partly by Outside Totalitarian Power seeking a foothold in the region, in particular because of newly discovered gold deposits. Publicity from this conflict has damaged tourism, a major source of income for Bindi. Although traditionally a liberal democracy, right-wing Bindian parties have been working towards implementing very harsh measures to counter the threat posed by the Chos Liberation Front.

The Chos people have traditionally been fierce mountain warriors, proud of their independence and customs. A new awareness of the outside world through satellite TV has affected the youth of the area, who want to break away from traditional life. Angry at the hostile and condescending attitudes of both Acta and Bindi, they have adopted violent means to gain recognition. However, their military capability had been weak since the region had no significant economy or any other means to buy weapons. Most of their training and weapons have come from the Outside Totalitarian Power. The situation of Chos changed dramatically following the major earthquake. Development work by UNDP geologists led to the discovery of rich gold deposits whose lure brought very significant involvement by the Outside Totalitarian Power. In addition to training and equipment provided to the Chos Liberation Front, they are also carrying out a campaign to politicize the Chos people to demand an independent homeland with access to the sea through a corridor that would cut Bindi into two parts.

The military dictator of Acta wants to retain control of the region and its mineral wealth, and has steadily increased military activity against the rebels.

The struggle for independence took an unfortunate turn two years ago when extremists within the Chos Liberation Front started targeting civilian lives in their quest for their political goals and a number of the extremists formed their own radical groups. Since then, the escalated violence has drawn sharp criticism from many organizations and countries and the Chos movement is struggling with the perception that it has become a terrorist movement.

The Latest Conflict

In the spring of 2003, armed attacks from the Chos separatist group flared up in southeastern Acta and initiated a bloody border conflict between Acta and Bindi in which both countries responded to Chos actions. The Acta armed forces repelled the attacks from the Chos Liberation Front and crossed the border in hot pursuit, deep into Bindian territory to destroy a Chos operations base and training camp. Although the Bindian Government condemned and opposed the separatist activities of the Chos Liberation Front and other rebels, it threatened to counter attack Acta along other parts of their

common border. Caught between the two armies and in a desperate move, the Chos rebels released a rare and deadly biological agent at several locations to stop the advance of both the Bindian and the Actan militaries.

The bioagent caused, within days, hundreds of both Acta and Bindi military personnel to fall sick with high fevers. However, because of shifting wind patterns, many villagers and livestock (sheep and goats) in Chos territory were also affected. As soon as the effects of the agent on local people, soldiers, and animals became public (initially through reports in the local media that were picked up by CNN), this local conflict instantly became a crisis of regional and international proportions.

Day 1 of this game scenario is the day when some Chos people and Bindi soldiers with manifest symptoms were diagnosed in a hospital in the Chos region of Bindi. The diagnosis suggested that the bioagent released was a bacterium called Chospox. Chospox had historically been observed in the Chos region and the local population had, over time, developed some degree of immunity. However, the severity of the symptoms and the lack of response of the high fevers to the first level of antibiotics in the infected soldiers suggested that this might be an especially virulent strain or one that was engineered. *Appendix 1 is a fact sheet on Chospox.*

Bindi and Acta immediately mobilized their medical resources and sealed their borders. Bindi requested immediate intervention by the United States (US), European Union (EU), the United Nations (UN) and the Regional Economic and Military Alliance (REMA).

Politically active ethnic Bindian émigrés in Nebraska and Iowa have appeared widely on Sunday morning news shows to highlight this conflict to the American population. As farmers, they are particularly concerned about the possibility of Chospox spreading from Bindi to the Midwest during the coming tourist season, when Americans and a significant fraction of the Bindi émigrés traditionally travel to Bindi.

Concerns:

- The large numbers of people already infected
- The fear of widespread dispersal of the bioagent and possibility of additional bioagents
- The atypical symptoms and higher than normal morbidity
- Morbidity and mortality in populations not previously exposed to Chospox
- The unknown long term consequences to humans, livestock, and the environment
- The incomplete epidemiology
- The inability of the infrastructure of Acta to deal with the crisis
- Violence toward the Chos peoples by Acta and Bindi
- The escalation of hostilities between Acta and Bindi, and instability of the region
- The continued destabilizing influence of the Outside Totalitarian Power
- The effect on regional economy and development

Attempts to Resolve the Conflict

The government of Bindi, realizing the immediate effects on tourism and agriculture, the serious long-term consequences, and its own limited resources, quickly contacted REMA, UN, WHO, US government, and European Union and asked for help. Bindi does not have a clear long-term strategy for accommodating the Chos people and is of divided opinion on how to deal with the rebels.

The government of Acta dragged its feet for a day and tried to suppress all news from its citizens concerning the release of the bioagent. On the second day the Acta government, finally recognizing the seriousness of the situation, agreed to work with REMA, UN, WHO, US government, and the European Union and to send their representative to Bosta to negotiate. Meanwhile Acta continues to hurl accusations at Bindi and carry out military operations against Chos rebels.

The rebel leaders hid from the wrath of the Chos people, their followers, and the continued attacks by the Acta army. They did, however, turn for help to the leader of the Chos Liberation Front, Chunya, who, while agitating for an autonomous region, believes in a democratic procedure, espouses violence only as a last resort against persecution, and has certain credibility in the international community. Chunya forced the Chos rebels to understand the gravity of the situation. The rebels reluctantly agreed to allow Chunya to negotiate on their behalf but under very specific conditions.

It is believed that the bioagent has not yet dispersed beyond the Chos region due to its remoteness and lack of easy access and because the Chos people stay close to their family lands and few outsiders have been traveling to the region due to the fighting. The greatest immediate fear of spread is from the Military personnel that have already been exposed, the Chos people seeking medical help, and livestock.

THE PARTICIPATING ORGANIZATIONS AND GOVERNMENTS INVOLVED IN NEGOTIATIONS

I. Chos Liberation Front:

Overview

Established in the mid-to-late 1980's by Cesare Terini, a former captain in the Bindi Army, the Front originally consisted of a breakaway faction of the Bindi army. Terini considered Bindi too willing to compromise with Acta on the exploitation of resources and people and resented forced occupation of the Chos region. The strength of the group has grown as more and more of the youth are unemployed and resentful of the much higher standard of life in Bindi and in the West. Recently, there have been reports that the group has experimented with unconventional weapons. Terini and many of his original top-level commanders were educated in Bindi and trained in the West. In recent years, many of them have gone to the Outside Totalitarian Power for further training.

Following an uprising in 1993, in which several communities in Bindi were terrorized, Bindi imposed economic sanctions on Acta, which it believes implicitly supports the activities of the Chos rebels. Heavily armed border patrols now monitor the Bindi border with the Chos region. In the past year, ten Chos rebels have been captured by the Bindi patrols and remain in prison in Bosta. The major fight of the Chos Liberation Front is with Acta, which carries out periodic raids into Chos territory and exploits its resources without investing in its development.

The Chos Liberation Front may have several thousand members. Rogue splinter groups with more violent tendencies maintain a loose affiliation with the more legitimate CLF when such affiliation is expedient. These guerillas are almost exclusively locals from the Chos region or the neighboring villages of Acta. Many come from poor farming villages, but were enticed to join the Chos movement with promises that freedom from Acta would enable them to develop the land in the Chos region for their own families. Terini and others in the inner circle have bank accounts in the West and help finance, recruit, transport, and train Chos rebels for the Acta and Bindi resistance. CLF is also known to have created cells and safe houses in other REMA countries and in the Outside Totalitarian Power.

Initial Response:

Chunya, the leader of the Chos Liberation Front, is very concerned by the release of the bioagent and immediately announced to the World that Chos Liberation Front had not authorized the use of the bioagent and that they would cooperate to contain the threat. All the rebel leaders were asked to assemble immediately at an unknown safe place to discuss the situation and they authorized Chunya to negotiate on their behalf.

II. The Regional Economic and Military Alliance (REMA)

Overview of REMA

REMA consists of ten countries, including Acta and Bindi. REMA was established in 1942 in support of the Allied Forces during World War II. It encourages stability and free trade in raw materials and finished products among member states. The countries have diverse populations, a wide range of economic development, and military strengths. Acta and Bindi are among the smaller nations in the region (see background information on the two countries).

REMA has several functions but the most important are to:

- Protect the subcontinent and its territorial waters
- Encourage democratic governance in member countries
- Encourage trade within the region
- Intervene and resolve conflicts among member nations
- Coordinate peace-keeping forces
- Represent the interest of the region in the international arena

The REMA mission statement:

“Encourage trade, peaceful coexistence, democracy, and freedom of movement in all member nations and the protection of member countries from foreign aggression.”

Initial Response:

REMA passed a resolution to immediately ban all non-essential travel and movement of goods from Acta and Bindi as soon as the local, regional, and international news media reported the release of bioagents along the border between Acta and Bindi. The office of the Secretary-General of REMA called an emergency meeting of REMA foreign ministers at the regional headquarters to discuss the following critical issues:

- Cease-fire
- Humanitarian intervention
- Ensuring that Acta and Bindi act immediately and provide full cooperation to REMA, the US, the EU, WHO and other international agencies, to contain the bioagent
- Request emergency intervention from the UN, WHO, the European Union and the US

The foreign ministers of REMA condemned the action of the Chos rebels and demanded the immediate cessation of conflict between Acta, Bindi, and the Chos rebels. A unanimous resolution was passed by the attending eight REMA member nations urging Acta forces to withdraw from Bindi. REMA member countries agreed to contribute medical experts and supplies and provide peacekeeping forces to stabilize the border area and to assess and control the spread of bioagents. Moreover, the delegates asked the

Secretary-General to immediately contact the UN and brief the Security Council, the US, and the European Union Ambassadors about the situation. They deputed Secretary-General Rotondo to represent REMA in negotiations in Bindi with instructions to achieve REMA's objectives.

III. United Nations Secretariat:

Overview of the UN:

The UN was established in 1945 by fifty countries committed to the preservation of peace through international cooperation and collective security. Today nearly every nation belongs to the UN, with membership totaling 189 countries including both Acta and Bindi. When states become members of the UN, they agree to accept the obligations of the UN Charter, an international treaty, which sets out basic principles of international relations. According to the Charter, the UN has four purposes:

1. To maintain international peace and security
2. To develop friendly relations among nations
3. To cooperate on solving international problems and in promoting respect for human rights
4. To be a center for harmonizing the actions of nations

The UN consists of sovereign nations. It does not make laws, but provides the means to help resolve international conflicts and formulate policies. All members have a voice and a vote in the process.

Initial Response:

On request of the REMA Secretary-General, the United Nations Security Council convened an emergency meeting to assess the situation along the Acta-Bindi border and in the Chos region. Members of the Security Council unanimously passed a strongly worded resolution condemning the military actions by all parties and ordered an immediate cessation of the hostilities. The UN Secretary-General commended the swift action taken by REMA and pledged his support to resolve the border issue and to contain the bioagent. The Secretary-General and the Security Council pledged to work closely with REMA, the US and EU to bring this conflict to an end. Their first goal was to initiate negotiations between representatives of Acta, Bindi, Chos, US, EU, REMA, and WHO under the leadership of the UN. Having achieved this by the end of the second day, they dispatched Ambassador Van der Waals, a long time advocate for the region and a leading political analyst, to represent the UN at the negotiations. They also instructed WHO to take responsibility for the medical management of the bioagent.

IV. The World Health Organization (WHO)

Overview of WHO

Founded in 1948, the World Health Organization leads the world alliance for Health for All. A specialized agency of the United Nations with 191 Member States, WHO promotes technical cooperation for health among nations, carries out programs to control and eradicate disease and strives to improve the quality of human life.

WHO has four main functions:

1. Give worldwide guidance in the field of health.
2. Set global standards for health.
3. Cooperate with governments in strengthening national health programmes.
4. Develop and transfer appropriate health technology, information, and standards.

The WHO definition of health:

"Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity."

Functioning as a branch of the United Nations, the objectives of WHO are to:

- To act as the directing and coordinating authority on international health work.
- Promote technical co-operation; assist Governments, upon request, in strengthening health services
- Furnish appropriate technical assistance and in emergencies, necessary aid upon the request or acceptance of Governments
- Stimulate and advance work on the prevention and control of epidemic, endemic, and other diseases.

Initial Response:

Upon receiving request for assistance from Acta and Bindi, the Director-General of WHO authorized mobilization of its medical teams, called in Ambassador-at-large, Dr. Ullman, to act as negotiator, and requested authorization for deployment from the UN.

V. The United States of America

Overview of the United States

The US is the preeminent superpower and remains, by far, the strongest nation in terms of its military, economy and infrastructure. The trauma of September 11 has subsided and the last pockets of the Taliban and Al Qaeda resistance in Afghanistan have been destroyed. However, the region — Afghanistan, Pakistan, and India — continues to be very unstable and the militant Islamic population in both Afghanistan and Pakistan is regrouping. President Musharraf is becoming less effective in controlling them. In India, the events of the last few years have led to the rise of a militant Hindu minority. The US is very concerned about these developments and remains fully committed to its global fight against terrorism.

Initial Response:

Because of the US's policy on terrorism, strategic interests and popular support for the US to engage in resolving this conflict, the President of the United States called an emergency meeting of the National Security Council after being briefed about the bioagent release and gave the following press brief:

The United States is very concerned about the ongoing insurrection and rebel activity in the Chos area of Acta and Bindi. Ever since the events of September 11, the U.S. has had a very strong and clear policy not to tolerate terrorism in any form anywhere in the world. We remain committed against those who plan, authorize, commit, or aid terrorist attacks against the United States and its interests -- including those who harbor terrorists -- or threaten the national security of the United States. The release of the bioagent Chospox by the Chos rebels has escalated the stakes in the war against terrorism, as this is the first large-scale intentional release of a bioagent. We will bring to justice those who supplied and those who released the bioagent.

This act has long term and global implications for the health of humans and livestock. It is, therefore, necessary and appropriate that the United States exercise its rights to defend itself and protect United States citizens both at home and abroad. The tragedy, in terms of human and animal morbidity and mortality, is already high and we are deeply concerned that any potential escalation of the unrest in the area will have long-term catastrophic consequences. I have contacted the various heads of European allies and we have all agreed to work together to resolve this conflict and contain the bioagent. I have requested Ambassador Walters to proceed immediately to Bindi, assess the situation and take part in the negotiations.

VI. The European Union

Overview of the European Union (EU)

The EU is currently comprised of fifteen member countries: *Austria, Belgium, Denmark, France, Finland, Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden, and the United Kingdom*. The EU-15 maintains a favored trading status for Bindi for agricultural imports; Europeans pay top dollar for the high-quality meat, poultry, cheese, and tropical fruit grown along Bindi's coastal valleys. Furthermore, Europe already has plans to establish more active economic cooperation, educational and health assistance programs with both countries, Acta and Bindi.

Initial Response:

The EU-15, through the European parliament delegations, the European Council and the Council of the European Union, is highly concerned about the conflict and overall unrest in Acta and Bindi. Of particular concern is the safety of the European nationals, government and corporate facilities, and interests and investments of the European community in the area. They have also pledged their full support to resolve the conflict and contain the contagion, and have deputed Ambassador Drake to represent them at the negotiations in Bosta.

NEGOTIATIONS:

The following representatives are gathered in Bosta at the request of the UN and REMA to uncover the dimension of the problem, to plan immediate cessation of hostilities and peacekeeping, to address the demand for autonomy by the Chos people, the impact of the bioagent, and the need for humanitarian relief, and to discuss the path forward.

- Ambassador Van der Waals, Representative of UN (Chair)
- Ambassador Amani, Representative of Acta
- Ambassador Broad, Representative of Bindi
- Commander Chunya, Representative of Chos

- Ambassador Walters, Representative of USA
- Ambassador Drake, Representative of EU
- Secretary-General Rotondo of REMA
- Ambassador Dr. Ullman, Representative of WHO

In addition to the above eight role players, there will be two facilitators present to record the process and to help keep the discussion on track.

The game begins with the UN representative welcoming and introducing the other seven representatives and the facilitators.

APPENDIX 1.

FACT SHEET

Chospox, an Endemic Bacterial Infection of Livestock and Humans

Robert Bulgarian, M.D., M. P.H.

*Physician emeritus, Bindi Medical University and School of Public Health,
Bosta City, Bindi*

Bindi Journal of Medical Management, 1995

Chospox is a potentially contagious disease caused by infection and colonization of Gram-positive Chospox bacteria. Infection typically occurs through the inhalation route. Infection through ingestion or skin contact is also possible. Left untreated, each person with active Chospox will infect on average between 5 and 10 people a week in crowded dwellings. Chospox acquired via the respiratory tract has a 4-7 day incubation period. The morbidity rate is high (80% of those infected by the pulmonary route will be incapacitated) with a mortality rate of approximately 5% (the mortality rate could be much higher in populations which, unlike those in Acta and Bindi, are not chronically exposed to low levels of Chospox bacteria). Infections in animals are far more devastating, primarily due to the compound effect of inhalation and oral routes of infection. In animals, a mortality rate of 80% has been recorded.

Chospox infections are characterized by high fever (104-105°), which precedes by 24 hours the development of a pustular rash. The rash, actually skin lesions, clinically resembles mild smallpox. The lesions are localized to the face and chest. In pulmonary Chospox, the lungs become covered with pinpoint scarring. Chospox infections are very painful, particularly in young children, and usually cause fever and swollen lymph nodes; patients often require hospitalization. Only people who are sick with pulmonary Chospox are infectious. When infectious people cough, sneeze, talk, or spit, they propel the Chospox bacteria, into the air. A person needs only to inhale a small number of these bacteria to be infected.

In animals where the gastrointestinal disease has been observed more frequently, severe diarrhea is the first sign of the disease, followed by weakness and dehydration. The digestive track eventually becomes perforated throughout by rapidly growing lesions.

The Chospox bacteria are extremely hardy in the environment and in the host. The bacteria are highly resistant to UV radiation, and aerosolized bacterial particles can remain viable for several days. People infected with small quantities of Chospox bacteria will not necessarily get sick with the disease. The immune system 'walls off' the Chospox bacteria which, protected by a thick waxy coat, can lie dormant for years. Likewise, in the soil, the bacteria dehydrate and can remain dormant for decades until disturbed by a potential host.

Confronting Terrorism – 2002

◆ *Negotiations Following a Crisis – A Simulated Scenario* ◆ ©

Human Chospox infections are acquired naturally from animal reservoirs, typically livestock. Human infection with these bacteria is an occupational hazard of those working with the infected reservoir hosts. Chospox is restricted to the Acta/Bindi region. The most recent outbreak of Chospox in cattle occurred in 1991 in the Chos valley. Conclusive information about the reservoir host of Chospox is lacking, but it is probably small wild rodents. Cases occur without known contact with livestock, and indirect spread via barbed wire or brambles is possible.

The Outside Totalitarian Power and a couple of other countries are said to have been developing Chospox as a bio-weapon. Chospox is classified as among the riskiest foreign animal pathogens. Its possession, use, and importation are outlawed in the United States.

Control of human Chospox infections depends on knowledge of their epidemiology. In particular, persons caring for sick livestock should take precautions, but the extent of occupational exposure is such that infection and re-infection are inevitable. Person-to-person transmission is reduced by improving hygiene. Control of this disease depends on health education and on breaking the link with the animal reservoir. This is being achieved as over-farming has sterilized soil near villages, and as forests and wild lands are being pushed further from population centers.

The U.S. Department of Health and Human Services estimates it has enough antibiotics to protect two million people for two months.

Note: *For comparison smallpox has roughly 30% mortality, spreads in a similar fashion, does not affect livestock, and the virus has lower survivability in the environment. On the other hand, Foot and Mouth disease has no known human mortality, and its causative agent, a virus, affects livestock, is very easily transmitted from animal to animal or via contact with the clothing and shoes of handlers, and has natural animal hosts other than cattle, sheep, goats, and pigs. It does not affect human beings; the only known case of human infection was in England in 1966. Because of the high risk of contagion, containment consists of destroying the whole herd if infection is diagnosed in even a single animal.*

APPENDIX 2

BINDI

Local Name: Byinedi

Capital: Bosta

Area: 120,000 km² (46,332 mi²)

Population total: (2001) 10,000,000

Status: Republic

Languages: Binthal (official), Langwi, Chosi

Ethnic Groups: Guntal (80%), Dabro (15%), Chos (5%)

Religions: Christian (60%), with Dabber and Animist minorities

Physical Features: A NW-SE-trending line of mountains reach elevations of 4000 m (13,100 ft), rising above the coast in the northwest and above a coastal valley to the southeast. The highest peaks lie in the range north of the capitol city of Bosta and along the border with Acta to the southeast. A sandy outwash plain dominates its northern border with Acta. Fertile tropical lands along the coastal regions rise into tropical forest and eventually to sub-alpine terrain along mountain crests.

Climate: Tropical along the coast and southern mountain slopes. A rain shadow effect has created arid high plateaus along the border with Acta. (See attached climate information.)

Currency: (2001) 1 Bindian Bot (B) = 100 Bits = \$US 0.75

Economy: Tourism (40%); coastal resorts based on tropical vegetation, great beaches, and a slower pace. The mountains above Bosta have world-class ski areas with excellent snow conditions five months a year. Supplemental income for craftsmen and country folk is derived from the sale of unique folk art sold to tourists and from exportation. Agriculture (40%): Coastal lowlands specialize in tropical fruit for export; higher elevations produce very high quality coffee. The outwash plains in the northern part of the country have agribusiness producing premium livestock, poultry, and cheese, nut harvests, apples, and vegetables for export. Because of the high quality of primary education, international electronics companies are establishing assembly plants near the railway and population centers. There is a minor mining industry, but a recent discovery of gold may change the importance of that industry.

GDP (2001) per capita \$5000

APPENDIX 3

ACTA

Local Name: Acta

Capital: Aroma

Area: 100,000 km² (38,610 mi²)

Population total: (2001) 8,000,000

Status: Autocracy

Languages: Langwi (official), Chosi, Binthal

Ethnic Groups: Simo (75%), Chos (10%), Dabro (10%), Guntal (5%)

Religions: Dabber (70%), with Islamic, Christian, and Animist minorities.

Physical Features: Most of Acta is high mountain terrain that surrounds a semi-arid central plateau. The plateau, with elevations of 2500-3500 m, is able to support an adequate growing season for cereal crops and some orchards. The northern mountains, with elevations up to 5000 m, are also semi-arid.

Climate: Mountains in southern Acta receive some precipitation during the summer “monsoon” and runoff is adequate for irrigated crops in the central plateau. The northern mountains are high and dry, with only modest snow and rainfall. See attachment for climatological data for the Acta Plateau.

Currency: (2001) 1 Buzz (Bu)=100 Brin=~\$US 0.10

Economy: Agriculture (70%). Most agricultural production is subsistence, consisting of winter wheat, fruits and vegetables, sheep, goats, and swine. Any surplus production is sold at public markets in Aroma towns and villages. The remaining 30% of the economy is from stone production, small merchants, service industries such as auto repair, and a fledgling opium poppy industry. A traditional product is applejack, much needed for comfort in cold Acta winters. Land-locked, Acta has to negotiate with a hostile neighbor (Bindi) for access to Port Storm. There is increasing evidence of substantial gold deposits high in the mountains of the south, held by the rebellious Chos people.

GDP: (2001) per capita \$400

APPENDIX 4

Climatological Data, Bindi Riviera

Climate is tropical. Most of rain comes with the summer “monsoon,” arriving from the southwest.

Summary of monthly average temperatures and precipitation

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
High Temp.	88	88	88	88	90	91	91	90	90	90	90	88
Low Temp.	72	72	72	73	76	77	77	77	76	76	75	73
Precipitation	0.3	0.1	0.1	0.1	1.1	10.4	8.9	10.4	15	6.3	1.9	0.3

The above numbers are in degrees Fahrenheit and inches.

The high mountains (up to 4000 m) separating the lush coastal regions of Bindi from the arid plateaus of Acta act as a “rain shadow.”

Climatological Data, Acta Plateau

With elevations of 2500-3500 m, the Acta Plateau is high, dry desert. Most precipitation comes from the summer “monsoon.”

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
High T	57	57	58	59	60	62	63	58	58	57	57	58
Low T	27	28	32	34	36	40	40	38	32	30	28	27
Prec.	0.4	0.6	1.0	1.0	1.5	2.0	3.8	4.2	2.0	1.0	0.2	0.2

The above numbers are in degrees Fahrenheit and inches.

END OF COMMON MATERIAL

WHAT FOLLOWS ARE SEALED, CONFIDENTIAL INSTRUCTIONS TO THE EIGHT NEGOTIATORS

The following pages give supplemental information

- Instructions to the players
- Learning objectives (used in designing the game)

INSTRUCTIONS TO THE PLAYERS

Please **DO NOT** open the package until 6:00 PM on March 28.

Please do not share or discuss the game and secret instructions with friends, co-workers, or other conference attendees.

Please read the scenario carefully on Thursday, March 28, evening and come fully prepared on Friday.

Accept the contents as your game reality.

Please come prepared to play your role (assume the persona).

Please pay very careful attention to your secret instructions and the specified goals.

Prioritize your goals and note them on the work sheet.

Your instructions give you objectives to achieve in the negotiations. You should assume that you have been given the authority to make the best deal.

You can have "virtual" consultation with your organization during coffee and lunch breaks. You may change your negotiating stance based on these "virtual" interactions. Please make a note of the changes in your negotiating stance on the worksheet.

You are allowed to make deals with one or more of the other negotiators in your group during coffee and lunch breaks. Please make a note of these deals.

Please make a note of important/significant events that you feel facilitated the negotiations and the important stumbling blocks.

LEARNING OBJECTIVES

- Understanding the process of negotiations required to achieve sustainable solutions
- Increasing awareness of potential new threats (e.g., designer pathogens); their impact; and mitigation
- Recognizing how a situation disperses in a highly coupled system; how perturbation in one area can have unexpected consequences in others
- Developing an appreciation for the positions of individuals; cultural and social factors; institutional jurisdictions; and sovereignty of nations
- Enhancing awareness of how personalities and relationships of the negotiating team can influence the process and outcome of the negotiations

Classification is for training purposes only



ACTA

Confidential Biography of Ambassador Amani, Representative of Acta

The Ambassador was born in a small village about 50 km southeast of Aroma but was fortunate to be accepted into a secondary school and university in Aroma. After graduating in agricultural economics, the Ambassador began mandatory military service as a junior officer. Through networking with influential alumni of Acta University and some careful decisions, rapid advancement through the ranks followed and Amani became principal aide to the Commander of Acta's defense forces. When the Commander seized control of the government after a catastrophic earthquake, the Ambassador also rose into the highest levels of government and has remained there ever since.

The Ambassador's principal duties are managing relations with the Republic of Bindi, the Regional Economic and Development Alliance (REMA), and all nations within the region. The ambassador has to maintain the illusion of a content, healthy Acta people to the outside world and to suppress any rumors contrary to that picture. Part of the job is to also maintain a high level of misinformation about the former King of Acta and his family, now residing in Bindi.

Ambassador Amani does not have any particular affection for the majority of the people of Acta. Living amongst the elite and enjoying special privileges due to very close relationship with the premier has become an end in itself. The Ambassador has successfully maintained this facade for years. In reality, the Ambassador secretly harbors ambitions for one day becoming the premier and has been very careful in cultivating friendships among the senior officers in the armed forces. The Ambassador is not viewed as a threat by the family of the premier, but as a valuable ally for negotiating with opponents. The private wealth accumulated through business partnerships and in the form of gifts and favors from the premier, will be more than sufficient to buy many friends when the time is right. The Ambassador has been careful to shun ostentatious living and contributes regularly to charity, in part to hide the lack of empathy for the people and in part as cover for long-term ambition to be premier. Not having married and having no children has been an asset -- there are no liabilities or emotional bonds to worry about. The Ambassador senses that the premier has underestimated the current crises and the imminent international response, is very vulnerable to being deposed, and that this may be the right time to act.

Acta-Amani

Classification is for training purposes only



ACTA

Confidential Instructions For Ambassador Amani, Representative of Acta

To: A. Amani, Acta Ambassador-at-Large
From: General Bho, Premier of Acta
Subject: International response to intentional release of Chospox by the Chos rebels

You, as Ambassador-at-Large for the People's Republic of Acta, are the personal representative of General Bho, Premier of the Republic. You are also Acta's main "trouble-shooter" and must carefully balance what is needed for the Republic with the personal wishes of the Premier. All major issues during the negotiations must be cleared with the premier who has cancelled a very important business trip to the Bahamas to deal with this crisis.

Your first and foremost job is to protect the power of the Premier and the Government of Acta from destabilization caused by the Chos Rebellion or any military action by the Republic of Bindi. You will be responsible for all official government statements concerning the traitorous Chos rebellion and for suppressing any information concerning our response to this rebellion. You are to maintain the vision of a happy, prosperous Acta people who are well protected by their government and are proud of their past.

The United States may try to use this crisis as an opportunity to depose me. I assure you that I will survive and that anyone that helps any external power in this enterprise will be deemed a traitor. According to the laws of Acta, punishment for this highest form of treason is given to the whole extended family.

We must continue our publicity campaign that for any substantial economic growth, Acta must have access to the sea at Port Storm, which is now blocked by the Republic of Bindi. So, one of our objectives is to obtain access to Port Storm. Relations with Bindi have never been the best and have been worsening because of the constant irritation of conflict with the Chos separatist movement. Threaten to not cooperate with Bindi on cleanup and relief operations unless we have access to Port Storm.

The Chos people are traitors and opportunists. They are occupying valuable Acta land, do not pay any taxes, and yet demand modern services and infrastructure. We have been very generous with them, but my patience with them has run out. Unless they are willing to cease rebel activities, cooperate and live by the laws of the state, and contribute to the

Classification is for training purposes only

welfare of the state, they cannot expect any concessions. Their request for autonomy is sheer nonsense and unacceptable.

Summary of the recent outbreak of “Chospox”

The Chos liberation army fighters recently released a rare and deadly biological agent at several strategic points near the Acta-Bindi border—a truly heinous act.

As reported in CNN, the bioagent caused, within days, a large number of both Acta and Bindi military personnel to fall sick with high fevers. Many of the villagers and livestock (sheep and goats) in the Chos villages are also affected. As soon as the effects of the agent on local people, soldiers, and animals became public this local rebellion, which we wished to crush completely, instantly became a regional and international crisis. We are now under danger of attack by foreign powers.

Preliminary diagnosis by doctors in Bindi suggested that the bioagent released was a bacterium called Chospox that was probably obtained from an outside government. I believe that this is a case of massive misinformation by Bindi to vilify our glorious nation and to justify an invasion backed by international “peace-keeping” forces. I believe that Bindi supplied the rebels with the bio-agent and that Bindi is now paying the price.

Negotiation objectives

You are instructed to use your many talents to block any invasion by Bindian and international forces. Force a vote of condemnation in the UN Security Council to stop this meddling in Acta’s internal affairs. Use the world news media to gain sympathy and eventually gain international funds for a response to this epidemic. The funds must come to the government of Acta and we must exercise full control over their use. I see no need to remind you that you have played a major role in using such aid for the well being of Acta.

Impede an invasion by international organizations through a combination of misinformation and procedural actions at the UN. If actions are taken against Acta, we will exercise our historical right to aggressively obtain a sea corridor across Bindi.

You have heard the reports from international health organizations. Overplay the suffering caused to our people and contamination of our lands. We will have our public health officers show proof that the maximum suffering is to our people and little to the Chos. If substantial funds are offered to respond to this epidemic, hold out for the maximum and then diplomatically and magnanimously accept the offer.

Acta-Amani

Confronting Terrorism – 2002

◆ *Negotiations Following a Crisis – A Simulated Scenario* ◆ ©

Classification is for training purposes only

Priority Issues

- Prevent deployment of any international organizations of any kind on Acta land. We are a sovereign nation and no one has the right to interfere in our affairs.
- It is possible that international pressure will force us to accept the presence of health and military organizations. Accept only health officials and make them pay heavily for this concession with US dollars.
- Assure the world that, if given the resources, we can contain the bio-agent and bring peace to the region.
- Take advantage of the US's zero-tolerance policy against terrorism. Offer to work with them to wipe out the Chos rebels. Ask for US air support to root out rebel cells and training bases. Offer the services of our gallant army to carry out supporting land action. Convince them that the Chos rebels have modern sophisticated weapons and our soldiers need the same immediately to be effective. These must be obtained from both the US and the EU in order for us to be successful in this combined war against terrorism.

Acta-Amani

Classification is for training purposes only



Byinedi

Confidential Biography of Ambassador Jonas *Representative of Byinedi*

Ambassador Jonas is the Byinedi (Bindi) ambassador to the Regional Economic and Military Alliance (REMA). Although never elected to office, the Ambassador has spent the last 15 years in highly respected positions as advisor to the Bindi Ministry of Commerce, the Bindi Ministry of Defense and, most recently, the Bindi Overseas Ministry. The Ambassador is now Bindi's permanent representative to REMA and has developed a good working relationship with Secretary-General Rotondo. Success has been based on ability for behind-the-scenes negotiations, regional expertise on economic and social issues, and sound political advice to those in power. The Ambassador is very good as an advisor but is somewhat shy, shunning the spotlight. Even so, the Ambassador has the well-earned respect of representatives from most of the region and the US. The Ambassador is a workaholic, has no home responsibilities, and is the most eligible single among the elite in Bindi.

Ambassador Jonas was born and raised in the capitol city of Bosta, educated in Bindian schools and earned a Ph.D. in Economics at Stanford, where the Ambassador was taught the ropes of international diplomacy by professors with expertise in political science and in economies of small but modern countries. These mentors have remained the Ambassador's good friends and make up an unofficial advisory group for Bindi. The Ambassador has further established good connections in the US and in all of the countries of the region except Acta.

In spite of the Ambassador's best efforts, the Republic of Bindi is at risk from a stagnant economy relying mostly on agriculture and tourism, hostile moves by Acta, and an independence movement by the Chos peoples who live along the Acta-Bindi border in the high mountains of southeastern Bindi. Most of the hostilities of Chos separatists are aimed at Acta, but the rebellion has damaged tourism, an important component of the Bindian economy.

Bindi-Jonas

Classification is for training purposes only



Byinedi

Confidential Memorandum to Ambassador Jonas Byinedi Representative to REMA

To: Ambassador Jonas, Byinedi Representative to REMA
From: Minister John, Byinedi Overseas Ministry
Subject: Emergency response to the release of Chospox by the Chos Liberation Army

As you know, the Chos Liberation Front fighters have released a rare and deadly biological agent (Chospox) at several strategic points along the Acta-Bindi border. As was reported yesterday by CNN, the bioagent caused, within days, a large number of both Acta and Bindi military personnel to fall sick with a high fever. Many of the villagers and livestock (sheep and goats) in the Chos villages are also affected. The effects of the agent on local people, soldiers, and animals have justifiably created a regional and international crisis. It has also created an economic crisis in Bindi; tourist charter flights are already down by 60% and some resorts have begun reducing staff. Orders for agricultural and livestock exports have been put on hold. We risk complete quarantine. We must work with world health experts to end this epidemic immediately and restore confidence in our economy and governance!

You have the complete support of all branches of the Bindi government to cooperate with regional and international organizations to contain the spread of Chospox. Both the executive and legislative branches of the government are very eager to help end this emergency situation and bring stability to the region.

Negotiation objectives

You must find some common ground in dealing with representatives of the Government of Acta and with Chunya, a reasonable, respectable individual who leads the Chos Liberation Front. Cooperation between Bindi, Acta, and Chos representatives is paramount if we are to stop the spread of this disease and plan long-term development. Given our past relations with Acta, this will not be easy. If you see the need for some compromise in order to create an environment favorable for negotiations and for immediate response to this crisis, tentatively offer an open border arrangement with Acta to allow shipment, at minimal tariff, of goods through Port Storm.

Bindi-Jonas

Classification is for training purposes only

To contain the bioagent will require the cooperation of the Chos Liberation Front. If you have time alone with Chunya, offer to negotiate Bindi's assistance for much-needed infrastructure and educational development in that rugged and poor region. Stabilizing our relations with the Chos people would provide them with assistance and aid, and provide us with an end to the conflict. We need to restore our tourist industry back to its recent prosperity and push forward plans for development of an information technology zone near the beach resorts.

Health workers from the WHO, the US, the EU, and the REMA countries will need military protection. If we send in our army and air force for protection in the Chos region, this will increase hostilities with Acta. We should, therefore, negotiate for mediation by international peacekeepers.

Priority Issues

- Stop the spread of Chospox as soon as possible. Work with regional and international health agencies to facilitate distribution of antibiotics, and establishing medical camps.
- Develop a plan for cordoning off of regions and quarantine/destruction of livestock suspected of being infected.
- Work with international agencies by responding favorably to all requests for transportation, housing, clinics, laboratories, access to hospitals, etc.
- Work with Chunya, the popular representative of the Chos people, and negotiators from REMA and the UN toward a negotiated end to the Chos rebellion.
- While we desire help to resolve this crisis quickly, it is paramount to remember that we are a sovereign nation. The presence and movement of peacekeeping forces, and medical and humanitarian workers and supplies within Bindi must be coordinated by our agencies and undertaken under our supervision and control.
- We are fully capable of defending our borders. There is no reason for any external military presence outside the region of hostility -- the Chos province. The principal purpose of peacekeeping forces there should be to contain the bioagent, to pacify the Chos people, and to form a neutral zone between Bindi and Acta.

Bindi-Jonas

Classification is for training purposes only



Confidential Biography of Chunya Commander, Chos Liberation Front

Commander Chunya represents the Chos people through the Chos Liberation Front. Although a self-appointed leader, Chunya is highly revered by the Chos. The eldest of 18 children, Chunya spent early years on the family sheep farm leading a quiet existence. That changed in 1970 when Chunya's family was uprooted one night by the Acta government and the farm was seized for use as a remote strategic defense site. Chunya was 14 at the time. Although the family was relocated and provided with housing 60 miles away, Chunya was greatly embittered by the experience and vowed to fight for the return of the family's dignity and land. Chunya left the family with the aim of joining the military and learning everything possible about the Acta military system. Chunya was a quick study, and thrived in the highly disciplined yet risky environment. During the Battle of Aroma in 1975, Chunya single-handedly saved an entire platoon of 100 soldiers by risking life and limb crossing a field full of landmines. However, a close explosion, which killed one soldier, left Chunya severely wounded. Chunya earned the Acta Medal of Valor for the heroic effort and retired with honor from the army.

Shortly afterwards, it was rumored that Chunya left Acta to return to Chos. Very little is known about Chunya's whereabouts or activities during the 15-year period of 1976-1990. There are reports that some of this time was spent in Iran at the invitation of Iranian President to assist in the development of an agricultural biotechnology industry initiative, just prior to the Gulf War. However, during this time, presumably in 1985, the Chos Liberation Front was formed. It is widely believed that Chunya, along with Cesare Terini, was instrumental in the development of the ideology and operations underlying the Chos Liberation Front.

Personality traits

Chunya is a very complex character and a striking figure. The family has lived for generations in the Chos region and Chunya has a deep loyalty to the Chos people and their land. Although proud of the humble farming heritage, Chunya is also self-conscious about a lack of higher education and feels out of place around other leaders at international forums, especially with whom negotiations must be carried out. Chunya is tall, physically very fit, and vain of appearance. However, in recent years Chunya's eyesight has steadily declined, the result of earlier injuries. In the few times seen in

Chos-Chunya

Classification is for training purposes only

public during the past few years, Chunya has worn dark glasses. It is believed that reading, once a favorite pastime of the Commander, is possible only for short periods. This visual impairment is an embarrassment and frustration for the Commander; nevertheless, assistance from others is usually refused, sometimes defiantly. The Commander has some unusual mannerisms -- becomes extremely agitated and restless in discussions, and at times resorts to intimidation if the pace of negotiations is slow. It is not known if Chunya has ever been married and nothing is known of close intimate relationships. The Commander's large extended family of brothers, sisters, and children currently lives in a typical Chos communal complex near the original Chunya family farm.

Chos-Chunya

Classification is for training purposes only



CLF

Confidential Instructions to Commander Chunya Chos Liberation Front

Background on release of bioagent

The rebel groups, after much protest, finally disclosed the following to Chunya. The rebels had bought the bioagent from a lab in the friendly Outside Totalitarian Power and were told that it had been genetically engineered and was extremely virulent. They had been instructed to release no more than 10% of it in any given period and only under specific wind conditions. The rival rebel groups had split up the agent and no plan for coordination of the groups or management of the bioagent was formulated at that time. The release was supposed to take place only after the leaders of all groups had consulted and approved it. However, one group acted independently and without any prior approval. They released their stock when surrounded by Acta and Bindi forces and faced annihilation. When word of release by one group got around three more released their stock, again without authorization. In total 50% of the original amount was released. Subsequently, an unpredicted storm with high winds spread the agent over a large area. The rebel groups insisted that Ambassador Chunya was to delay disclosing this information, the nature of the bioagent, the amount released, and where, until all of their objectives are met.

Rebel Objectives

The Rebels were divided in their goals and in the need for co-operation with outside forces. After heated negotiations, Chunya was able to make them understand the severity of the situation, their helplessness under combined forces of REMA, the US, and the EU, and the long-term impact of the bioagent. They finally agreed to let Chunya represent them and negotiate on their behalf. They imposed the following set of objectives in exchange for cooperation on the bioagent and for surrendering the remaining stock of bioagent.

- The creation of an autonomous region for the Chos people
- Official representation within REMA
- Amnesty from all prosecution for the recent events
- No surrender of the rebels or their conventional weapons

Chos-Chunya

Classification is for training purposes only

- Acta and Bindi forces should withdraw from the Chos region at which time they would guarantee safety of all peacekeeping forces and medical and humanitarian workers
- Prevent exploitation of land and people in the process of mining the gold
- Lifting of the Bindi sanctions, development of friendly trade, and tariff-free access to the sea for commerce through a neutral corridor
- Release of Chos rebels from Bosta prisons
- Exclusive grazing rights for their livestock in the Chos valley
- Immediate access to medical treatment
- Restoration of the contaminated region

Chos-Chunya

Classification is for training purposes only



Confidential biography of Ambassador Drake Special Representative of the European Union



Background

The EU Ambassador was born and raised in an industrial community in southern Liverpool, England, in 1947. From humble beginnings and overcoming a traumatic parental divorce, Ambassador Drake, through dedication and hard work, has risen to high office and is proud of many personal and professional achievements. Ambassador Drake is a typical self-made and a very motivated individual.

Education

The future EU Ambassador was a good student and a remarkable athlete especially while growing up in Liverpool. Unfortunately, sports, including soccer, in the late 50s, were not considered a serious endeavor or a viable means to rise from a low-middle class background. The only accepted path to personal success was to follow a traditional educational route. Government-funded educational opportunities at the elementary, secondary and university levels were used by Ambassador Drake to get a good education, form important relationships early in life, and achieve professional success. Constant contact with the business world and interest in financial market developed at an early age. Ambassador Drake holds a master's degree in business administration. Because of frequent visits to family members in Belgium, French became a useful second language.

Professional Experience

After some brief stints in private industry, mostly in large cities such as London, Rochester, and Liverpool, Ambassador Drake applied in the mid 70's to become an international manager in the incipient EU Parliament in Strasbourg, France. As the EU organizations became more relevant, this proved to be a very wise professional move. Mobility and promotions within the EU organizations have been a problem for British nationals, like Ambassador Drake, since these organizations are flooded with British employees, far in excess of the recommended or allowable national quota. Ambassador Drake has, however, shown an uncanny knack for being in the right place at the right time. The current appointment for Ambassador Drake is to act as a troubleshooter for the EU and a diplomatic negotiator at-large.

EU-Drake

Classification is for training purposes only

Personal Life

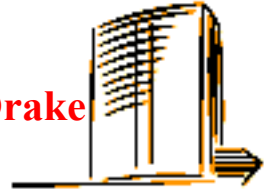
Ambassador Drake has a pleasant personality, is very social, very knowledgeable, and likes to engage in discussions on politics, arts, and sports. However, there is a dark side to this personality — a relentless cynicism, criticism, and self-centeredness that is very apparent at times in private gatherings. However, there is also a great sense of loyalty. Ambassador Drake, without regard for personal ambitions or beliefs, will blindly defend EU interests abroad and support co-workers and the office staff. The private life of Ambassador Drake has not been devoid of drama and failures. Currently Ambassador Drake is in a troubled marriage to a Spaniard, a relationship already severely tested by the death, by car accident, of the only child from this marriage two years ago.

EU-Drake

Classification is for training purposes only



Confidential Instructions to Ambassador Drake



To: Ambassador Drake, Special Representative of the EU

From: President of the EU Parliament

Subject: Acta-Bindi Negotiations

EU Goals

Europe is highly concerned with the potential escalation of unrest in the Acta-Bindi area and with the possibility of long term catastrophic health and economic consequences following the spread of Chospox released by the Chos rebels. We expect you to report back to the EU parliament, with short- and long-term suggested measures and actions.

It is imperative to assess and act quickly in the following areas:

- Contact, through individual embassies, all European nationals residing in the area and warn them of the health risks. If possible, have local stations broadcast information about the virulence of the Chospox bacteria and what safety measures to adopt.
- Maintain local presence by having key diplomatic and services personnel stay in the area. Make provisions for their safety while in the region.
- Assess the medical needs to contain the spread of Chospox.
- Assess the need of a UN peacekeeping force with European participation.
- Act as a neutral partner to facilitate the beginning of peace negotiations among Acta, Bindi, and the Chos rebels.

Negotiation objectives

European representatives have maintained neutrality in the regional conflict, which currently includes the countries of Acta, Bindi, and the Chos rebels. It is important to strongly convey to these parties that Europe will now use all its diplomatic, economic and military powers to stop the unrest and re-establish peace in the area. Europe will also help with proper medical and logistic assistance in containing the spread of the bioagent Chospox. EU is prepared to provide medical supplies and personnel assistance; however, it is essential that a firm guarantee of safety for European logistics and medical personnel

EU-Drake

Classification is for training purposes only

is obtained and signed by all parties. EU is willing to offer immediately up to \$200 million in economic development assistance as incentive for all parties to cease hostilities and contain the bioagent. Make it very clear that long-term assistance will depend on the willingness of all warring parties to develop a plan for peace and economic development.

Priority Issues

- Evacuation of all non-essential European nationals from the region. Consider closing all diplomatic missions in both Acta and Bindi if contagion is out of control.
- In collaboration with US and REMA, seek a cease-fire by the governments of Acta, Bindi, and the Chos rebels. Additional European assistance, of any kind, will be conditional on the willingness of both countries to cease hostilities and for the Chos rebels to stop the insurrection.
- Negotiate immunity for Chos rebels to obtain immediately all unused stock of the bioagent and to allow clean up operations to begin at once.
- Identify urgent humanitarian needs and lay the foundation for deployment, under protection of UN peacekeeping forces, of people from individual European countries and medical institutions, who can assist with the medical emergency and control of further spread of Chospox (supply of antibiotics, treatment, improving hygiene).
- Discuss measures to prevent human rights violations during this period of heightened emotions.

Long-term Issues

- In collaboration with the US, the WHO, the International Red Cross (IRC), and REMA, identify areas of long term cooperation and assistance, for example providing food and medicines in remote areas, rural development, environmental concerns, assistance for refugees and displaced persons, and support for the work of non-governmental organizations.
- Facilitate the transition to democracy in Acta.
- Work to establish a regional framework for partnership based on trade and economic development, the fight against poverty, and promoting respect for human rights and democratic principles.
- Offer to facilitate an official visit by the President of the European Parliament to the countries of Acta and Bindi to solidify local relations, and strengthen European collaborations and commitment to the area.
- Initiate long-term peace negotiations by offering European negotiators and facilities (e.g., 1993 - Oslo Peace Agreement between the PLO and Israel).

EU-Drake

Classification is for training purposes only



Confidential Biography of Secretary-General F. A. Rotondo Regional Economic and Military Association (REMA)

A native of Chadar, Secretary-General Rotondo comes from the largest and most economically developed nation of REMA countries. The ambassador is 48 years old and received an undergraduate degree in management from the National University. He then went on to get a graduate degree from the Harvard Kennedy School of Government in the late 1970's. Experiences include being the chief of the international desk at the Foreign Ministry, deputy foreign Minister after several years of successful service, and the Head of the Chadar Mission to the UN.

After five years of service at the UN, the Secretary-General returned home to become the youngest Foreign Minister of Chadar. A career diplomat, popular politician, and well respected in the country and on the subcontinent, the Ambassador is an important member of the dominant political party. After serving two terms as the Foreign Minister of Chadar, the Secretary-General was encouraged by the ruling party to compete for the powerful position of the Secretary-General of REMA. Because of experience and networking at the United Nations and as Foreign Minister of Chadar, the Secretary-General received a unanimous vote to lead REMA into the 21st Century.

The Secretary-General, as chief of REMA, reorganized the workforce at headquarters and new western-educated professionals from the member countries have been integrated into the management team. REMA was transformed from a regional bureaucratic organization into a powerful arbitrator for economic affairs and is the home base for the military alliance in the subcontinent. The Ambassador aspires to be the continent's next nominee for the position of the UN Secretary-General. Because of strong personal connections, REMA was able to organize immediate mobilization of its member nations, the UN, the EU, and the US as soon as news of the release of the bioagent in the conflict between Acta, Bindi, and the Chos Liberation Army became public.

Secretary-General Rotondo is a large jovial person, very charismatic and accommodating, and is usually the center of attention at diplomatic parties. There is also a hard side to the Secretary-general who does not tolerate tardiness and expects everyone to work hard and put in long hours.

REMA-Rotondo

Classification is for training purposes only



Confidential Instructions to Secretary-General F. A. Rotondo Regional Economic and Military Association (REMA)

To: Secretary-General F. A. Rotondo of REMA
From: The REMA Security Council
Subject: Conflict resolution in Acta and Bindi and response to the release of Chospox by the Chos rebels

Goals of REMA in the negotiations:

The first order of business is to obtain an agreement of ceasefire between Bindi and Acta and restrain all Chos rebels from further military action. Following this cease-fire, we desire rapid deployment of REMA and UN peacekeeping forces in the affected areas in support of WHO and other agencies wishing to establish medical camps. REMA member countries should be prepared to send emergency supplies and provide a large contingent of military forces because of minimal language barrier and familiarity with the climate and terrain of the region. The most urgent activities include:

- Arrange for the Secretary-General of REMA to fly to Aroma and Bosta and consult with the leaders.
- Suggest to both countries that it is in their interest to avoid economic blockade by the International coalition by agreeing to a cease-fire and immediate withdrawal of their soldiers to within their respective borders and away from the affected region.
- Facilitate the arrival and deployment of medical experts and peacekeeping forces from neighboring REMA member countries, the UN, the EU, and the US to contain the bioagent.
- Ensure safety of medical and humanitarian emergency relief teams in affected areas.
- Allow WHO, CDC, International Red Cross (IRC), REMA teams access to all affected areas.
- Provide security and protection for civilians and victims of Chospox.

REMA-Rotondo

Classification is for training purposes only

Requirements to meet REMA goals:

The REMA Secretariat, in consultation with UN and other international organizations, has outlined the following resolutions for immediate action by member countries.

- Facilitate arrival and deployment of WHO, IRC, REMA, US, and EU medical teams.
- Control border crossing and the movement of people and livestock by all neighbors of both Acta and Bindi to prevent further spread of the bioagent.
- Cooperation between the US, EU, and REMA peacekeeping forces in key areas within and along the border of the two countries to prevent further hostilities.
- Support of US for surveillance planes to monitor the movement of people within the affected areas and to airdrop emergency supplies.
- Broadcast radio messages into the area instructing the population to stay in their villages and towns and about simple preventive and curative medical procedures. Reassure the public that help is on its way to them.

Negotiation Objectives:

The volatility of the situation and mistrust between the Acta and Bindian governments and the lack of a centralized leadership in the splinter groups of the Chos rebels has forced REMA to take a firm stand to resolve the conflict and control the spread of the bioagent. REMA has the full backing of the most powerful countries of the organization. However, REMA needs logistical support and medical emergency supplies from the UN, US, EU, IRC, and WHO to calm the population in the affected region and in the neighboring countries bordering Acta and Bindi. For REMA to implement its action plan, it needs the following:

- Cease-fire by all parties.
- Deployment by land and air of the assembled peacekeeping forces, provision of medicines and antibiotics, and security along the border area.
- Assistance for WHO and other international agencies in securing remaining supplies of the bioagent from rebels, establish medical camps, and start relief operations.
- Provision of security, logistical support, and interpreters for medical teams from WHO and other international organizations working in the area.
- Arrest of the individuals responsible for the bioterrorism and trace the source of the bioagent
- Talks between Acta, Bindi, and the Chos people. Offer services of REMA facilitators.
- Financial aid from US and EU to offset cost of providing peacekeeping forces.

REMA-Rotondo

Classification is for training purposes only

The Secretary-General of REMA should remain in constant communication with the leaders of the other eight member states and has overall authority to implement their recommendations to resolve the problem as soon as possible and seek long-term solution for the containment of the bioagents. REMA has called a general meeting for all Heads of State of its member nations at its headquarters. Headquarters will carefully monitor the progress of the negotiations and develop further response. REMA has also requested the Secretary-General of the UN and the Permanent Members of the Security Council to send a strong message to the combatants and the rebel groups to cease all hostile action and to facilitate the medical, cleanup, and humanitarian relief work.

Classification is for training purposes only

SECURITY COUNCIL



Confidential Biography of Ambassador Van der Waals Special representative for the UN

Background

The UN ambassador was born immediately after the Second World War in an accommodated Dutch family in the affluent northwest area in the city of Amsterdam in The Netherlands. The ambassador's family is devoted and religious. Belief in Lutheran practices has imposed qualities of hard work, discipline, and austerity in the family for generations.

Education

Ambassador Van der Waals was sent to good public and private schools in Amsterdam. Due to the proximity of other nations, frequent travels and practical need to deal with people of many neighboring countries, Ambassador Van der Waals is fluent in Flemish, German, French, English, Italian, Swedish, and Spanish, in addition to Dutch. After general studies in history at the University of Amsterdam, the prestigious Leiden University was chosen for post-graduate education. Within four short years, the Ambassador mastered a spectrum of fields in international affairs and government and policy, obtained masters' degrees in Political Science and Developmental Economics, and a Ph.D. in socio-political history.

Professional Experience

Ambassador Van der Waals appeared to be destined for life as part of the stagnant Dutch civil service while working and excelling in several national government agencies in the industrial areas of Utrecht and Rotterdam. Fortunately, as for many Dutch nationals, the call to leave the country came in the form of a high level diplomatic post in the UN in Switzerland. After twenty-five years of UN civil service, Van der Waals has climbed the ranks to become one of the most effective UN Special Representatives for troubled

UN-Van der Waals

Classification is for training purposes only

regions. From 1979-1984, the Ambassador was deployed in Stockholm at the Ministry of Health to work on the economics of public health assistance programs, alongside Dr. Ullman where they became friends. The Ambassador's greatest asset is a genuine empathy and respect for different people and cultures and a deep understanding of the need to raise the standard of living of those less fortunate.

Personal Life

Ambassador Van der Waals has had a torrid personal family life. After being married three times to Dutch, British, and German spouses, Van der Waals currently is enjoying single life, which accommodates a busy life of intense and continuous professional and social engagements. The personality of Ambassador Van der Waals is quite complex; on one hand there is a resemblance of even handed deliberate approach to issues, but only internally there is a secret passion for quick resolution, which is clearly against the nature of the job as UN negotiator. On some occasions, Ambassador Van der Waals has become increasingly frustrated while negotiating and created unpleasant situations by being rude and impatient. The Ambassador has a well-hidden history of wide mood swings and has had some serious bouts with alcoholism and depression.

UN-Van der Waals

Classification is for training purposes only

SECURITY COUNCIL



CONFIDENTIAL INSTRUCTIONS

To: Ambassador Dr. Van der Waals, Special Representative of the United Nations

From: The United Nations Security Council

Subject: Acta-Bindi conflict resolution

UN Negotiating Role

In a resolution of the UN Security Council, convened in an emergency session to assess the unrest in the member states of Acta and Bindi, military actions have been strongly condemned and a cessation of the hostilities has been ordered. In a swift action, the Secretariat General has volunteered the assistance of the UN family of organizations, especially of the WHO to help with immediate relief efforts in the control of the spread of the bioagent Chospox.

UN Chairperson Role

In keeping with its governing charter, the UN has volunteered to lead the peace negotiations of the involved parties. You, Ambassador Dr. Van der Waals, have convened these negotiations and you will chair the discussions. As part of the accustomed U.N. protocol you will:

- Welcome all participants to the negotiating table,
- Guarantee personal safety to all delegations,
- Properly introduce all representatives and ambassadors,
- Provide a working framework to these negotiations, emphasizing equality, mutual respect and willingness to solve the issues, and
- Chair the discussion, maintain civility, and provide conclusions as needed.

UN-Van der Waals

Classification is for training purposes only

Negotiation Objectives

The overall participation of the UN in this regional conflict is central and fundamental to its primary mission of maintaining international peace and security. The UN Security Council due to the urgency and seriousness of the regional conflict in Acta and Bindi has allocated \$200 million to promote peacekeeping operations, immediate medical relief, containment of the bioagent, and refugee assistance.

Priority Issues

- Use the UN international influence to obtain a cease-fire in the region and entice the involved parties to seek diplomatic solutions. Alternatively, explore sanctions and military action to resolve the on-going conflict.
- Coordinate peacekeeping efforts with the help of REMA, the US and EU.
- Coordinate with REMA for logistical support and monitoring of borders.
- Guarantee of security to all UN workers in the region.
- Facilitate the work of WHO teams to contain the spread of Chospox.
- Broadcast measures for the containment of the Chospox.

Long-term Issues

- Champion the establishment of a “Marshall” plan of economic and industrial development in the area. Involve the EU and US as vested partners.
- Use UN organizations and programs to foster educational, social, government and economic reforms in both Acta and Bindi. Concentrate on eradicating or alleviating poverty.
- Monitor for violations of human rights and freedoms and make the continuation of the U.N. and international relief efforts conditional on continued protection of human rights and freedoms.

UN-Van der Waals

Classification is for training purposes only



Confidential Biography of Ambassador Walters Special Representative of US at Acta-Bindi Conflict Resolution

Ambassador Walters was born into a wealthy Virginia family with a long distinguished tradition of military and diplomatic service. A gift for languages and analytical thinking was evident even as a child. Frequent overseas postings of father, first as military attaché and then as Counselor, exposed the young Walters to languages of all continents. Today, Ambassador Walters is, in addition to English, fluent in Swahili, French, German, Spanish, Italian, Hindi, Mandarin, Binthal, and Arabic. In addition to an innate ability for languages, the child also possessed a very analytical and inquisitive mind, spending hours solving word, geometrical, and mathematical puzzles. Most top universities of the country offered the 16 year-old graduating valedictorian full scholarship. Ambassador Walters chose Stanford University, majored in mathematics and physics, went on to do a master's degree in economics, and finally at age 24, obtained a Ph.D. in economic history from Yale University.

Family tradition and connections lead to summer jobs in Washington at the State Department. Very quickly, the shy but brilliant apprentice built a solid reputation for clear analytical thinking, precise planning, and deep insight. A tenured faculty position at Cornell University followed soon after Ph.D., as did grants and appointments for major studies for the State Department and the National Security Council. One of these grants involved planning the development of the Acta-Bindi region. Over the next ten years, Ambassador Walters won numerous awards for research and teaching and a deep respect from colleagues in academia and in the government.

In 1990, Ambassador Walters was nominated and selected as US Ambassador to Sweden. It was during this time that a deep friendship developed with Dr. Ullman, who had just become the Prime Minister of Sweden. They shared many common interests, and both were very effective activists for global development and equity. After several distinguished positions in the State Department and a two-year term as Ambassador to France Dr. Walters was asked, in 2001, to join the inner circle of advisors to the President and appointed as Ambassador at large to represent the US at crisis mitigation meetings.



US-Walters

Classification is for training purposes only



CONFIDENTIAL INSTRUCTIONS

From: The President of the United States of America
To: Ambassador-at-Large, Dr. Walters
Subject: Acta-Bindi Conflict and Bioterrorism

Background

You have already been briefed by the C.I.A. and the State Department, which are coordinating your mission and to whom you will report on the current crisis in the Acta-Bindi region. In addition, you are very familiar with the history, culture, and people of that region, having worked there for three years on a research project funded by the US Department of State. So, I will be brief.

We expect you to strongly state the US policy toward terrorism at the negotiating table and promise swift and strong action by the US should the governments of Acta and Bindi choose to not cooperate with the US in the resolution of its concerns. Similarly, we demand that the Chos rebels must accept immediate surrender of all remaining stockpile of the bioagent, provide full cooperation in containing further spread, and guarantee safety of all peace keeping forces, humanitarian aid workers, and medical staff.

Goals

I, along with members of the National Security Council and appropriate members of the senate and the congress, will be following the discussions very closely and developing our overall strategy and response. We expect you to report back regularly on progress during the negotiations. In short, the U.S.A. wishes to achieve the following goals.

- To get a rapid assessment of the extent of bio-attack and to facilitate the airlift of all non-essential US citizens. Obtain the help of the local news media to get all US citizens to contact their embassy immediately.
- An immediate halt to all military and rebel action that might lead to further spread of the bioagent.

US-Walters

Classification is for training purposes only

- Using a combination of Acta, Bindi, and REMA forces, cordon off the area suspected to be affected by the bioagent
- Permission for special forces teams and medical teams from US Army Medical Research Institute for Infectious Diseases (USAMRIID) and CDC to enter the area and obtain sample of the bioagent for analyses in the US.
- Disclosure by the Chos rebels of the source of the bioagent and persons responsible for selling it to them. Immediate surrender of all remaining stockpile of any weapons of mass destruction (WMD).
- Protect our classified listening posts for early warning and tracking of strategic assets passing near the Bindi coast and airspace.
- Long term access to the area by medical teams from CDC and WHO under an ironclad guarantee of their safety provided by UN and REMA peacekeeping forces along with US special forces.

Negotiating Stance

My staff and I expect you to be firm in the negotiations, in articulating our zero-tolerance policy, and in achieving our goals. The U.S. is prepared to use force to prevent further use or spread of the bio-agent should it become necessary. However, it is clear that most of the objectives of REMA, EU, UN, and WHO will be very similar to ours. It should, therefore, not be hard to build consensus with them and proceed with a unified voice. We do not foresee any strong hurdles to this as the WHO and REMA will require significant financial, medical, and military help. We are prepared to offer this, as we believe it will, in the long run, be in the interests of the U.S. to rid this region of strife and bring it into the friendly sphere of trade and co-operation with the U.S and away from the influence of the Outside Totalitarian Power. You are authorized to commit up to \$1 Billion in short term needs and aid to achieve our objectives and can pledge full support of the CDC and USAMRIID.

We anticipate three major hurdles. First, the Chos people have very low levels of development and are in a very precarious position, militarily and with respect to the effects of the release of the bioagent. They may, however, choose to suffer and continue with their "freedom" struggle and insist on an independent state for the Chos people. We are prepared to address their needs provided they cooperate fully on surrendering all remaining stock of bioagent and bringing the guilty parties to justice.



US-Walters

Classification is for training purposes only

Second, the government of Acta has been very unpredictable and is corrupt and despotic. We are convinced that they will want to take full control of the Chos region, try to wipe out the indigenous people, and wantonly exploit the recently discovered gold deposits. It is, therefore, important to reduce the power of the military government of Acta and to develop ties with democratic institutions within Acta with the hope that the transition to democracy can take place soon.

Lastly, the EU and other global parties will try to offer development aid in exchange for preferred access to the mines. We feel that it is very important to develop health and education facilities in the region before, or at least simultaneous with, opening up of the region to prevent exploitation. In this regard, negotiate for US access to the region, both for development and for economic co-operation, using part of the resources mentioned above.

Our long-term goal is to preserve the sovereignty of the two nations and to allow peaceful integration of the Chos people within two fully democratic countries. The greatest danger to stability and security of the region is the despotic premier, General Bho, of Acta. He and his corrupt followers have prevented Acta from progressing and from becoming democratic. This may be an opportune time to facilitate a change in leadership. It is, therefore, very important to make a very careful assessment of the power structure and whether there exists alternate leadership that is committed to bringing in democratic governance. We are prepared to act expeditiously to promote this and subsequently help with development of the region.

It is important to us that in the short run you negotiate for peace and containment of the biothreat. We wish you the very best.



US-Walters

Classification is for training purposes only



**Confidential Biography of Dr. Ullman,
Ambassador at Large
The World Health Organization (WHO)**

Biography—Dr. Ullman

A medical doctor and Master of Public Health (MPH), Dr. Ullman spent 10 years as a physician and scientist in the Swedish public health system. In the 1990's, Dr. Ullman gained international recognition, championing the principle of sustainable development as the chair of the World Commission of Environment and Development (the Ullman Commission).

In 1970, the young Ullman won a scholarship to the Harvard School of Public Health. Here, working alongside distinguished public health experts, Dr. Ullman's vision of health extending beyond the confines of the medical world into environmental and human development issues began to take shape. Returning to Stockholm and the Ministry of Health in 1975, the next nine years were very hectic for Dr. Ullman. At the Ministry, Dr. Ullman worked on children's health issues including cancer prevention and maternal transmission of addiction. In the children's department of the National Hospital and Stockholm City Hospital, Dr. Ullman, as Director of Health Services for Stockholm's school children, became a champion for early intervention programs to prevent youth drug abuse.

Such energy, enthusiasm, and commitment brought an unexpected change of career. In 1984, Dr Ullman was offered the job of Minister of the Environment. Dr Ullman was at first reluctant to accept this post, not having experience in environmental issues, but was finally convinced to accept the position by a close personal friend, Dr. Van der Waals. It was an excellent career move. During this period, Dr. Ullman acquired international recognition in environmental circles and a political reputation at home. In 1991, at the age of 51, Dr. Ullman was appointed Prime Minister, the youngest person to hold the office of Prime Minister in Sweden. Dr. Ullman was Head of Government for six years. During the first three years of tenure as PM, a close friendship and working relationship developed with the then US Ambassador to Sweden, Dr. Walters.

WHO-Ullman

Classification is for training purposes only

Dr. Ullman was nominated as Director-General of the World Health Organization by the Executive Board of WHO in January 1998, and took office in July of 1998. As Director-General of the World Health Organization, Dr. Ullman's many skills as doctor, politician, activist, and manager have come together. In 2002, Dr. Ullman stepped down as Director-General and became WHO Ambassador-at-Large.

Personal Profile

Dr. Ullman is naturally shy, and is sometimes viewed by others as "stand-offish." However, Dr. Ullman is not reluctant to weigh in on issues of importance. Dr. Ullman has a very thorough, analytical mind and firmly believes in taking the time to do things right- and do the right thing— not one to compromise on principles.

Dr. Ullman is married to an American physician, a fellow medical student from Harvard, who is no longer practicing. They have one child, a girl, who is 25 and a student in medical school in Sweden.

WHO-Ullman

Classification is for training purposes only



**Confidential Instructions to Dr. Ullman
Special Representative
World Health Organization**

To: Dr. Ullman, Ambassador-at-large, World Health Organization
From: Director-General, World Health Organization
Subject: Release of bioagent in the Acta-Bindi region

The release of bioagents by Chos rebels is a regional catastrophe that can have long-term global consequences. It is very important that we:

- Determine the amount, extent and spread of bioagent released
- Contain further spread of the bioagent
- Provide medical relief to those infected
- Obtain samples and any remaining stockpiles of the bioagent from the rebels
- Determine the nature of the bioagent and whether it is bio-engineered
- Carry out *in vivo* study of the effectiveness of antibiotics against the bioagent
- Investigate survivability of the bacteria in soil and livestock
- Determine the epidemiology of the disease in humans and livestock
- Determine the natural hosts
- Investigate the long-term effects in livestock and humans and the possibility of spread regionally and globally

Requirements to meet the goals:

In order to achieve these objectives we will need:

- A number of permanent monitoring centers in the field with facilities to handle livestock
- Clinics in some of the main hospitals/medical centers and access to patients
- Mobile clinics
- Testing labs and ability to ship specimens to WHO and CDC for detailed analysis

Negotiation objectives:

Given the amount of suspected bioagent released and its suspected enhanced virulence and the possibility of global spread, WHO is willing to invest considerable resources to achieve our goals. However, it is also clear that by itself WHO does not have the full complement of resources needed. To achieve our goals we will need the following commitments:

WHO-Ullman

Classification is for training purposes only

- Guaranteed safety of all WHO workers by the governments of Acta, Bindi, and by the Chos rebels
- Protection of WHO workers, associates, and facilities by UN and REMA peacekeeping forces until hostilities cease
- Commitment by Acta, Bindi, and Chos rebels to provide land for WHO stations, collaborations with hospitals, and long-term access.
- Disclosure by Chos rebels of the source of the bioagent, the quantity released, method of dispersal, and locations and surrender of all remaining stock.
- Commitment of the USA, the UN, and the EU for resources and access to their medical facilities (e.g., the Centers for Disease Control). Actively seek collaboration of CDC.
- WHO should coordinate the distribution of antibiotics, establish stockpiles, procurement and distribution systems.

The Director-General advises you to keep WHO goals in mind while negotiating and to achieve the full complement of objectives. It is very likely that you will not have the time or opportunity to seek further clarification from us or seek new input. You are, however, uniquely qualified to take long-term and comprehensive decisions. You must, therefore, act with foresight and purpose to achieve the objectives outlined above.

WHO-Ullman

Confronting Terrorism – 2002

◆ *Negotiations Following a Crisis – A Simulated Scenario* ◆ ©