ADVANCED

FRESHWATER CRISIS

Energy Security and Economic Growth

United States Diplomacy Center

Discover Diplomacy

The U.S. Diplomacy Center offers educators immersive programs that explore the goals and practice of diplomacy, teach diplomatic skills, build global competence and illustrate how the critical work of American diplomats impacts people's everyday lives. Lesson plans emphasize 21st century skills: creativity and innovation; critical thinking and problem solving; and communication and collaboration. These skills are keys to success for the next generation of global citizens.

The *Diplomatic Simulation Program* is the Center's premier educational tool. In a collaborative learning environment, students step into the shoes of real-life diplomats. The diplomatic simulations are designed for 15-30 participants, plus a teacher/moderator. Students receive a scenario related to a global issue, which could be real-world or hypothetical, current or historic. Within each simulation, there are five to six stakeholder groups (e.g., foreign ministries, NGOs, and international organizations), each with different perspectives and priorities. Students role-play these stakeholders in small teams of three to five. Under set time constraints, the groups are challenged to negotiate a peaceful solution to the crisis in the scenario. Students use the information provided in the simulation packet to develop their group's policy positions and defend or modify their choices in real time.

The simulations have no right or wrong actions or solutions because the process, rather than the end result, is the goal. The learning experience develops organically as the students engage in the simulation. Once the simulation has been completed, students are encouraged to express how their views on diplomacy have evolved as a result of the simulation, and to contemplate how they can apply diplomatic skills to their everyday lives.

To access the complete *Diplomatic Simulation Program*, including training and subject matter expert videos, please visit diplomacy.state.gov.

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Diplomatic Simulations are developed and presented by the U.S. Diplomacy Center as an integral component of the Center's education offerings. This document and all associated materials are intended exclusively for educational use.

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Teaching Diplomacy In The Classroom

The U.S. Diplomacy Center's *Diplomatic Simulations Program* exposes students to diplomacy as both a concept and a practical set of 21st century skills that can be applied to global issues. Working in teams, students build rapport with others, present clear arguments, negotiate, find common ground and compromise to find solutions to a shared global problem. These 21st century skills include:

	Critical thinking: Researching and defining a position on a foreign policy issue, adjusting this position as the negotiation evolves.
	Collaborating: Prioritizing goals and objectives, defining responsibilities within the group.
	Problem-solving: Creatively negotiating, compromising, and resolving conflict.
	Communicating: Active listening, team-and alliance-building, weighing different perspectives and points-of-view, articulating a position and persuading others.
	Global Competence: Investigating a world-wide issue, appreciating different perspectives on that issue, finding opportunities to improve the situation, and taking practical action.

What is Diplomacy?

Diplomacy is the art or practice of conducting international relations, such as negotiating alliances, treaties and agreements, and exercising tact and skill in dealing with people of varied backgrounds to advance a country's national interests.

How does a *Diplomatic Simulation* work?

A diplomatic simulation is a collaborative learning experience in which students step into the role of a real-life diplomat. The U.S. Diplomacy Center's *Diplomatic Simulations* are designed for 15-30 participants. Students receive a scenario related to a global issue, which could be real-world or hypothetical, current or historic. Within each simulation, there are five to six stakeholder groups (e.g., foreign ministries, NGOs, and international organizations), each with different perspectives and priorities. Students role-play these stakeholders in small teams of three to five. Under set time constraints, the groups are challenged to negotiate a peaceful solution to a crisis in the scenario. Students use the information provided in the simulation packet to develop their group's policy positions and defend or modify their choices in real time.

The simulations have no right or wrong actions because it is the process (rather than the end result) that holds the most value for the students. The learning experience develops organically as the students engage in the simulation. Once the simulation has been completed, students are encouraged to express how their views on diplomacy have evolved as a result of their experience and to contemplate how they can apply diplomatic skills to their everyday lives.

Step By Step Simulation Instructions

Teacher's role

You are the facilitator and moderator. The discussion should be fully student-driven. You will guide the negotiation, making sure it stays on topic, moves forward, and is completed in the allotted time (which is determined by the teacher). You may wish to periodically summarize the current position of each stakeholder for the group in order to keep the discussion on track, but avoid expressing your own opinions or suggesting alternative options.

Divide the class into as many stakeholders as the simulation requires (i.e., five or six different groups). Try to keep each group roughly the same size. Make sure everyone in the class knows which group they are in and how to identify the members of the other groups.

Distribute the background information, scenario, worksheet, and map to all students. Students may share materials.

Distribute the individual stakeholder profiles to individual groups. Each group should receive only its specific profile, which has the name of that group at the top of the page. Students may share materials within their group but should not show their profiles to other groups.

Example Simulation Agenda to Give Students:

- **15** minutes: Facilitator-led introduction.
- **20** minutes: Students read packet, focus on the scenario and their role within it, complete worksheet with stakeholder team, select representative to give opening remarks to entire group.
- **15** minutes: Formal negotiation: opening session with initial position statements.
- **15** minutes: Informal negotiations: seek alliances.
- **15** minutes: Formal negotiation: begin to generate agreements.
- **15** minutes: Informal negotiation: finalize solutions.
- **15** minutes: Formal negotiation: present final solutions and proposals.
- **10** minutes: Post-simulation class discussion.

Introduction

15 minutes

The introduction to the simulation is important. It outlines goals and expectations, and describes how the simulation will flow. You can also explain your role and alert the students that you will be discussing the exercise as a group once the simulation is completed.

Before students read the materials and prepare their positions, explain how the simulation will be structured and how long each session will last. Explain the difference between formal and informal negotiations. Ask each stakeholder group to select one person to deliver a brief opening statement laying out that group's view of the situation. This is done to give all groups a succinct summary of the other stakeholders' positions. The person who gives the opening statement is neither the head nor spokesperson of that stakeholder team. You should emphasize that once statements are delivered, all students are encouraged to participate in the formal discussion.

Pre-session preparation

20 minutes

Students read the materials, and prepare their positions and opening statements. Have them complete the worksheet and consider the *list of possible actions.* Tell the students they are not limited to the possible actions listed on the sheet. They are welcome to create their own.

Session one: Formal Negotiations

15 minutes

To begin the simulation, ask each stakeholder group in turn to deliver its opening statement. The stakeholder group that called the meeting within the scenario speaks first, followed by the other groups in no set order. Opening statements should be short, about 60 seconds.

After opening statements, invite the groups to engage in a roundtable discussion. All stakeholders should listen closely to each other and pose questions and express initial reactions to the solutions

proposed. Students should take notes during the discussion. Anyone within a group may address the room, but only one person at a time. You should make sure no individual or group dominates the discussion and that no group is left out. At the end of the formal negotiations, briefly summarize the current position of each group without giving your own opinion or suggesting other options.

Session Two: Informal Negotiations

15 minutes

Immediately after formal negotiations, group members should determine internally the stakeholders with whom they want to speak and what solutions they want to pose or suggest. Stakeholders should then have private discussions with members of other groups that take place away from the main table. Students should be encouraged to maximize their time by sending members to different groups for simultaneous discussions, rather than clustering together in one conversation with only one other stakeholder team.

Session Three: Formal Negotiations

15 minutes

Invite the students back to the table for another 15-minute round of formal discussions.

Session Four: Informal Negotiations

15 minutes

Students will move into their second and final informal discussions.

Session Five: Formal Negotiations

15 minutes

Return to the table for the final formal discussion.

Post-session Discussion

10 minutes

Ask students if they enjoyed the simulation. What happened? What did they learn? Encourage them to explain what they have learned about diplomacy and to consider how they might apply diplomatic skills to their everyday lives. Ask students why it is important to know about the global issue illustrated in this simulation and whether they think it can be solved by diplomatic means.

What Do I Need To Facilitate A Simulation?

Simulation materials: Students should have the background, scenario, stakeholder profiles, worksheet, and map. Stakeholder groups should receive only their individual profiles.

Group size: The simulation activity works best with a group size of 25-30 participants (i.e., stakeholder group size of four to six). However, you can run the simulation with as few as 12 people.

Space: The simulation will flow between formal negotiations (which take place at the main table) and informal negotiations (which take place away from the table), so it's helpful to have a space where students can move around easily. For the formal sessions, seat the students around a circular or oval table or arrange the desks in this fashion.

Materials: Pens and paper for notes; tent cards identifying each delegation; name tags indicating which stakeholder group each participant belongs to; a clock or watch to keep time; and a computer and video projector if you choose to run an introductory PowerPoint presentation.

Negotiate immediately within your group if you see that you no longer have consensus.

Climate Change and Water

- Nearly 70% of the world is covered by water. However, 97% of Earth's water is salt water in the oceans, while only 3% is freshwater. Most of this freshwater is locked away in ice and glaciers or trapped underground, meaning that only a very small portion (1%) is immediately available for use.
- All plants and animals on land – including humans – depend on freshwater to survive and thrive. Freshwater is essential for drinking, bathing, cleaning, growing food, and many other essentials of everyday life.
- Humans also use water for activities that are not directly connected to sustaining life, such as generating power, mining for minerals, and manufacturing things like plastic. In addition, people use freshwater for many non-essential activities like washing the car or filling the swimming pool.

Nearly *half* of all **endangered species** in the U.S. are freshwater species.

- **Climate change** is affecting the amount of freshwater on Earth. Each year, some areas get more rain and snow than they did the year before, while others get less and less. Areas which previously had stable, balanced environments are more vulnerable to frequent floods or extended droughts.
- 126,000 animal species around the world including birds, reptiles, and many fish live in freshwater **habitats**. Unfortunately, animals living in freshwater habitats are disappearing 4-6 times *faster* than animals living on land or in salt water. Nearly *half* of all **endangered species** in the U.S. are freshwater species.
- All over the world, countries must strike the right balance between using freshwater for keeping people healthy, improving their economies, and preserving freshwater for local plants and animals.
- Many water sources cross boundaries from one country to another. In these cases, the countries that share the water source should decide together how to use these resources. However, disagreements can and do occur.

Sources: Freshwater Crisis, National Geographic Magazine, April 2010; *Human Development Report 2006*, United Nations Development Program; United Nations World Water Development Report 2015.

Today's simulation involves a hypothetical scenario but deals with the real world problem of increasingly scarce freshwater resources. You will role play a member of a delegation at an international meeting trying to negotiate a solution. The delegations are:

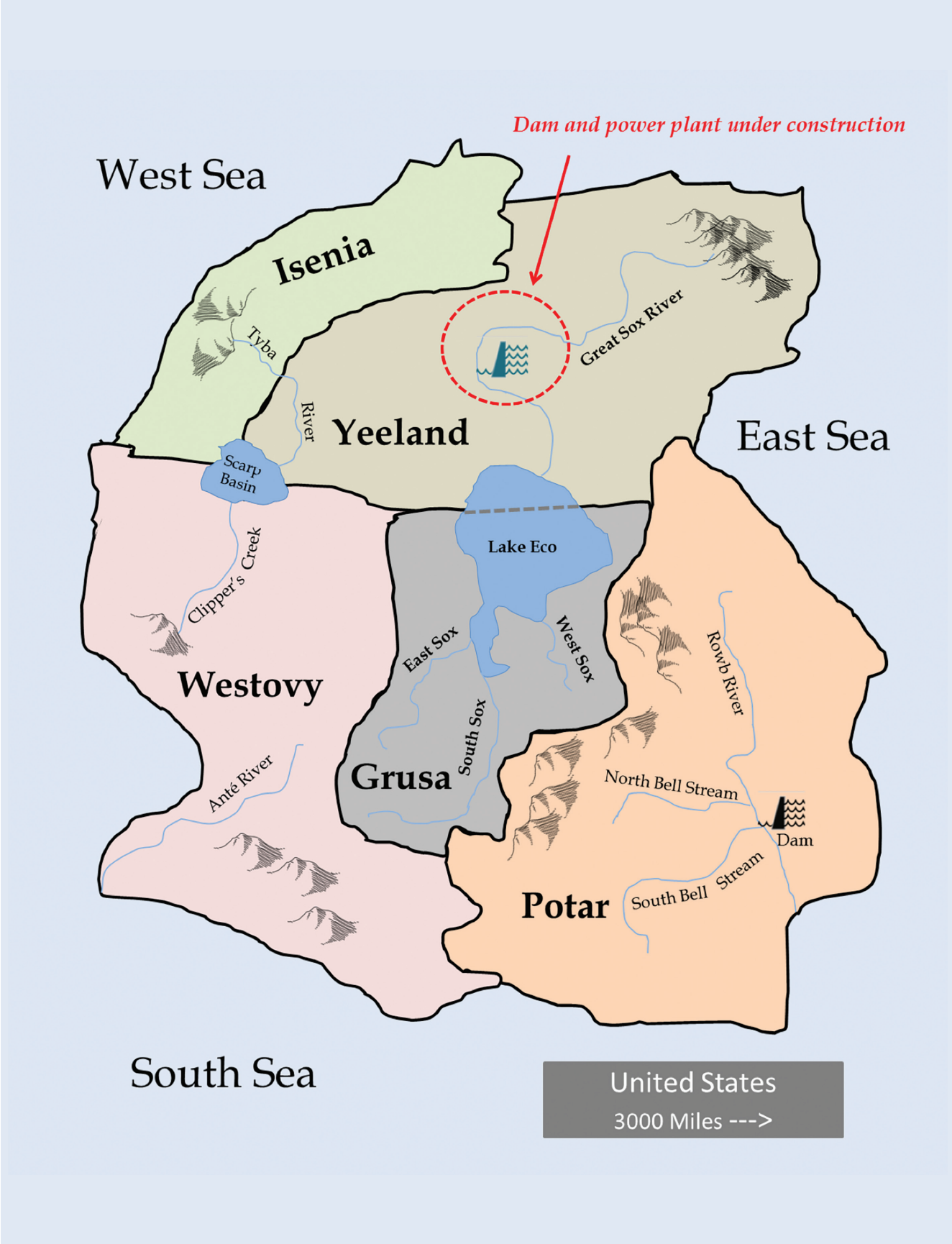
The U.S. Department of State

The Water Convention Bureau

The Foreign Ministry of Yeeland

The Foreign Ministry of Grusa

Save Our Avian Resources (SOAR)


Dam and power plant under construction
West Sea
Isenia
Tyba
River
Great Sox River
Yeeland
East Sea
Scarp Basin
Lake Eco
Clipper's Creek
Westovy
East Sox
West Sox
South Sox
Grusa
Rowb River
North Bell Stream
Dam
Anté River
Potar
South Bell Stream
South Sea
United States
3000 Miles --->

SCENARIO

Yeeland and **Grusa** are neighboring countries that share a common border (see map). Yeeland is an industrialized country with a medium-sized population. Most people live in urban areas. Grusa is a rural country with a much smaller population. Most people are farmers. Yeeland, Grusa and the **United States** are **economically interdependent**. Grusa grows wheat that it sells to Yeeland and the United States. Yeeland manufactures farming equipment that it sells to Grusa and the United States. American construction companies work in Yeeland and American agricultural firms lead projects to promote more efficient farming practices in Grusa. All three countries are members of the United Nations.

The **Convention on the Protection and Use of Transboundary Watercourses and International Lakes** (the **Water Convention**) is a legally binding international treaty (agreement) that any country belonging to the United Nations can join. Treaty members agree to three broad principles:

1		To use water in ways that as much as possible prevent, control, and reduce significant **transboundary** impact (the "do no harm" rule);
2		To use water in ways that are equitable and reasonable (the "reasonable use" rule); and
3		To cooperate with other nations to achieve goals (1) and (2).

The **Water Convention Bureau** is an **international organization** created under the treaty to help treaty members act in accordance with these three principles. Grusa and Yeeland are both parties to the Water Convention. The United States is *not* a signatory of the Water Convention.

Yeeland and Grusa share a common freshwater source. The Great Sox River flows down from the northern mountains of Yeeland, passes through Lake Eco, and runs into Grusa. There it branches into the East Sox, South Sox and West Sox rivers (collectively called the "Lesser Sox" rivers). Lake Eco straddles the border between Yeeland and Grusa. The lake is the **natural habitat** for an **endangered species** called the Lauret crane. The Lauret crane is one of the largest flying birds in the world, standing six feet tall with a wingspan of eight feet. Lake Eco happens to be one of the few places on Earth where these birds still live in the wild.

About 20 years ago, Yeeland and Grusa created the Lake Eco Wetlands Preserve to protect the Lauret cranes from local **extinction**. They jointly manage the lake and the land around it. This preserve is an important source of jobs and income for both countries due to the thousands of tourists from different nations who visit the Lake Eco Wetlands Preserve each year. 10% of Yeelanders and 30% of Grusans work at the Lake Eco Wetlands Preserve or in the nearby hotels, shops, and restaurants that cater to so-called "crane tourists." 40% of Yeeland's national income and 60% of Grusa's national income comes from these businesses. At the same time, crane tourism is very profitable for American airlines and sightseeing companies that lead ecological tours around the wetlands preserve.

Foreign avian (bird) scientists also live around the preserve so they can study the cranes throughout the year in their natural habitat. Many of the avian scientists working at Lake Eco are from the U.S. These scientists are particularly interested in the Lauret crane because there is some evidence that a cancer medicine could be developed from the crane's saliva. The more cranes they can study there, the better.

Save Our Avian Resources (SOAR) is an international **non-governmental organization (NGO)** dedicated to protecting the natural environment, with a specific focus on bird species. Members of SOAR include people from around the globe who love nature, especially birds, and scientists who study birds in their natural habitats. SOAR raises donations from bird-lovers around the world to pay the salaries of many of the veterinarians, researchers, and park rangers who work at Lake Eco. SOAR also promotes crane tourism to support the wetlands preserve.

Yeeland, Grusa and the United States have a shared problem: **climate change**. Due to changing weather patterns, each winter less snow falls in the mountains. When the snow melts in the spring there is less water flowing into the Great Sox River. As a result of this climate change, the Great Sox River is at the lowest level it has ever been. The Lake Eco Wetlands Preserve downstream needs every drop it can get to support the cranes and other precious wildlife. At the same time, Grusan farmers need water to grow the wheat that provides 40% of Grusa's national income.

Yeeland's current power grid does not provide enough electricity for its growing population and rapidly expanding industries. There have already been several blackouts in Yeeland's big cities that adversely affect schools, businesses, public transportation, grocery stores and, most significantly, hospitals. To solve its energy shortage, the government has completed about 75% of a four-year project to build a new **hydroelectric power** plant and dam along the Great Sox River. The project costs about U.S. $20 billion ($5 billion each year). An American company, U.S.-Yeeland Construction, is in charge of building the power plant and the dam. This company employs approximately 4,000 Americans and 20,000 Yeelanders.

Yeeland knows the dam will reduce the amount of water that flows into Lake Eco and on to the Lesser Sox rivers. It will endanger the cranes, reduce crane tourism, and potentially cut the amount of wheat Grusa can grow and sell to Yeeland and the U.S. However, the government's top priority

is providing electricity to as many of its citizens as possible, as soon as it can. Yeelanders are very concerned about the power outages, which are becoming more frequent and lasting longer. They worry especially about hospitals being disrupted, and every day Yeeland's politicians receive calls and letters from angry citizens demanding the government to fix the problem immediately.

The government of Yeeland believes it is abiding by the "reasonable use" standard of the international Water Convention and for this reason has refused to discuss the issue before today. Last week, the President of Yeeland defended the power plant and dam on television, saying, "The Great Sox River is on our land. It is our river. Other countries should not try to dictate what Yeeland does with its own natural resources."

Grusa claims Yeeland is ignoring its obligations as a signatory to the Water Convention to "do no harm." Grusa is very concerned that Yeeland's dam will permanently damage the fragile ecosystem the Lake Eco Wetlands Preserve was created to protect, significantly reduce the already endangered Lauret crane population, and create major water shortages for Grusan farmers. The fate of the Lauret cranes is a very emotional issue in Grusa, where that bird is considered the national mascot (like the American Bald Eagle or the Australian Red Kangaroo), and Grusans see Yeeland's disregard for the cranes' survival as a great insult to Grusan culture.

SOAR also strongly opposes Yeeland's plan to build the power plant. The group knows from studying birds that Lauret cranes do not live as long in zoos or have as many chicks as they do in their natural habitat. SOAR has already helped angry Grusans stage several protests in front of the Yeeland Embassy in Grusa and in Yeeland's capital city. These protests have received a lot of negative international media attention and left the Yeeland government scrambling for a response. SOAR and Grusa have been trying for three years to bring Yeeland to the negotiating table, and Yeeland finally agreed after the latest (and largest protest) last month.

As an alternative to hydroelectricity, Yeeland could instead invest in wind and solar energy technology, which cost about the same. However, Yeeland would have to study the possibilities, develop a completely new energy plan, and only then begin building. That process could take up to three years. In the meantime, Yeeland's cities would continue to experience significant power outages. Also, if Yeeland changes its energy plan, 20,000 Yeeland construction workers and 4,000 Americans will lose their jobs as a result.

The governments of Yeeland and Grusa are very aware that regardless of their differences, the current water-sharing arrangement has become untenable and must change. However, they cannot agree on what to do. They have asked the U.S. Department of State and the Water Convention Bureau to help them find a solution. The Water Convention Bureau has invited SOAR to the meeting to represent the interests of the cranes.

U.S. Department of State

The U.S. buys wheat from Grusa and farming equipment from Yeeland. American airlines and tour companies make a lot of money from "crane tourism." The U.S. Department of State supports American companies that do business in Yeeland and buy wheat from Grusa. It also supports agricultural programs to help Grusan farmers farm efficiently and sustainably. The State Department also tries to protect endangered species around the world from extinction. The U.S. is not a member of the Water Convention.

- 2016 U.S. Federal Budget (estimated): $16.5 trillion
- 2016 Foreign Affairs Budget: $27.7 billion (0.17% of federal budget)
- 2016 International Assistance Programs: $14.8 billion (0.09% of federal budget)

Water Convention Bureau

The Convention on the Protection and Use of Transboundary Watercourses and International Lakes (the Water Convention) is a legally binding international treaty that any country belonging to the United Nations can join. The Water Convention Bureau is an international organization created by the treaty to help members to use transboundary water cooperatively in ways that are fair to both sides.

- 2015 environmental grants budget: U.S. $1.1 million
- Parties to the Convention: 43 countries, including Yeeland and Grusa. The United States is *not* a party to the Water Convention.

Foreign Ministry of Yeeland

Yeeland is a medium-sized industrial country. Most people live in urban areas. Yeeland buys wheat from Grusa and sells farming equipment to Grusa and America. Yeeland shares responsibility for the Lake Eco Wetlands Preserve with Grusa. About 10% of Yeelanders work at the Lake Eco Wetlands Preserve or in the nearby hotels, shops, and restaurants that cater to "crane tourists." 40% of Yeeland's national income comes from crane tourism. Yeeland is a member of the Water Convention.

GEOGRAPHY

600,000
sq km
(about the size of Texas)

PEOPLE

Current Population
25 million

Population Growth
3% per year

GOVERNMENT

Parlimamentary democracy (like England)

ECONOMY

Gross Domestic Product (GDP)
U.S. $75 billion

GDP Per Capita
U.S. $45,000

Primary Industry
Manufacturing
Construction
Service Sector
Tourism
Commerce
Minerals

Foreign Ministry of Grusa

Grusa is a small rural country. Most people are farmers. Grusa buys farming equipment from Yeeland and sells wheat to Yeeland and America. Grusa shares responsibility for the Lake Eco Wetlands Preserve with Yeeland. About 30% of Grusans work at the Lake Eco Wetlands Preserve or in the nearby hotels, shops, and restaurants that cater to “crane tourists.” 60% of Grusa’s national income comes from crane tourism. The Lauret crane is Grusa’s national bird. Grusa is a member of the Water Convention.

GEOGRAPHY

300,000
sq km
(about the size of New Mexico)

PEOPLE

Current Population

15 million

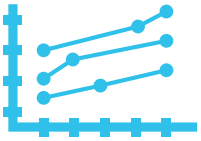
Population Growth

1.2% per year

GOVERNMENT

Federal Republic
(like the United States)

ECONOMY



Gross Domestic Product (GDP)

U.S. $50 billion

GDP Per Capita

U.S. $30,000

Primary Industry

Agricultural Products (e.g., wheat, coffee)
Tourism
Livestock
Commerce

Save Our Avian Resources (SOAR)

SOAR is a non-governmental organization (NGO) dedicated to protecting all species of birds in their natural habitats. Nature lovers from all over the world donate money to pay the salaries of veterinarians, scientists and park rangers who work at the Lake Eco Wetlands Preserve.

- Total annual budget: U.S. $80 million
- Budget for Lake Eco Wetlands Preserve: U.S. $5 million (salaries, equipment and training for park rangers, scientists and veterinarians).

WORKSHEET 1: QUESTIONS TO THINK THROUGH

Whom do you represent?

What is your overall goal?

What goals (in priority order) would you also like to achieve?

Who can help you?

Who might oppose your approach?

What incentives and disincentives can you offer to persuade others?

What should be your strategy in dealing with the other parties, i.e., with whom should you speak first?

Remember: There is no “right” or “wrong” outcome. This is not a debate in which you need to win the argument. Your goal today is to work together to find a solution everyone can agree upon. This situation requires diplomacy and compromise. Build on common ground. Look for areas where you and the other parties agree and try to expand those. Where you disagree, try to create options that address the other parties’ concerns.

WORKSHEET 2: POSSIBLE ACTIONS

The following points are *possible* actions to be taken. Determine as a team which proposal(s) you favor, which proposal(s) you are neutral about, and which proposals you would not support.

Proposal 1

Yeeland and Grusa reach an agreement to co-manage the dam and each use 50% of the water they would normally use. They agree to shrink the area of the wetlands preserve and SOAR agrees to move some of the cranes to zoos or other habitats.

> **Potential Problems:** This arrangement does nothing to solve the long-term problem that due to climate change the total amount of water is reducing each year. With populations in both countries rising, ultimately Yeeland and Grusa will have to revisit the question of how much freshwater to use for generating power, preserving the wetlands, and agriculture. Lauret cranes do not live as long or have as many chicks in zoos as they do in the wild.

Proposal 2

Yeeland and Grusa reach an agreement to facilitate an inter-basin water transfer to bring water from the Scarp Basin to Lake Eco, thereby alleviating the need for Great Sox River water to maintain the water level in the lake and the Lesser Sox rivers.

> **Potential Problems:** An inter-basin water transfer system would take a long time to build, is expensive, and many of studies would need to be done first to determine how much water the Lake Eco environment needs to survive versus how much water the Scarp Basin environment needs to survive. The Water Convention Bureau would insist that Westovy and Isenia, both parties to the Water Convention, be consulted.

Proposal 3

Grusa or the Water Convention Bureau loans or donates money to Yeeland to build solar or wind power facilities and Yeeland agrees to fill the dam more slowly once construction is finished. In other words, Yeeland would fill the dam gradually over the course of three years, instead of rapidly over the course of one year. This plan would allow more freshwater to flow into Lake Eco and on to the Lesser Sox rivers during the filling period.

> **Potential Problems:** To execute this plan effectively, a feasibility study would need to be done to determine how much solar and wind energy needs to be produced to cover Yeeland's energy deficits and where to place these power plants. A proper study could take up to three years to complete. From the Water Convention Bureau's perspective, this solution still does not settle the question of how Yeeland and Grusa should share diminishing freshwater resources that impact both countries.

Proposal 4

Yeeland agrees to buy power from Potar and to build transmission lines to conduct that power from Potar to Yeeland.

> **Potential Problems:** Potar, which is not a party to the Water Convention, would need to agree. Yeeland would need to conduct extensive environmental and technical studies to determine if Potar can provide enough electricity to cover Yeeland's needs, and if building a transmission line is even feasible.

Proposal 5

TOOLS FOR NEGOTIATING EFFECTIVELY

Clearly determine your position and reach consensus within your group on actions you propose:

- **Negotiate immediately** within your group if you see that you no longer have consensus.
- Clarify or restate your position if one of the other stakeholder groups mis-represents it.
- If during informal discussions you decide your group should change its position, discuss it with the other group members as soon as possible so everyone stays on the same page.

Realistically evaluate the possible actions you propose before you offer them:

- Are the proposals **doable**?
- Will they **achieve** the results you want?
- Watch for **unintended consequences**.

Analyze the other stakeholders' positions:

- Why do they **hold** that position?
- Why do they **oppose** or support your proposals?
- Can you apply **pressure** to make stakeholders re-evaluate their positions?
- Can you offer any **incentives** to make stakeholders re-evaluate their positions?

Build alliances:

- **Identify** which stakeholders share your position, and which stakeholders do not.
- Don't spend all your time trying to persuade others. **Listen** carefully to other delegates and absorb what they are saying.
- Try to identify **common interests** you share with stakeholders who oppose your position. What can you actually agree on?
- Try to identify **common concerns** you share.
- Even if you cannot reach full agreement on everything, are there elements you can agree upon?

Identify incentives and disincentives (carrots and sticks):

- If you think another stakeholder group wants something that you can provide, even if not connected to the issue at hand, offer it to them. This may make them more willing to see your points.
- Explain the negative consequences for the other stakeholder group if it does not do things your way. That cost may not be directly connected to the issue at hand.

GLOSSARY OF TERMS

Climate change – Any significant change in temperature, precipitation (rain or snowfall), wind patterns and other weather-related phenomena.

Economically interdependent – Two or more people, groups or countries that buy from and sell things to each other. If one side stops buying or one side stops selling, that hurts the economy of both sides.

Endangered species – An animal or plant that is in danger of becoming extinct (dying out) within the foreseeable future.

Hydroelectric power – Power (electricity) generated by water turning turbines (large propellers).

International organization – An organization (group) whose members are countries rather than people. The government of each member country sends representatives to the organization and gives money to help fund the group.

Natural habitat – The location where a particular plant or animal usually lives and thrives. Does not include artificial (man-made) environments like zoos.

Non-governmental organization (NGO) – An organization (group) that is not part of a government. The organization works on particular interests or projects. Examples include charities and social clubs, like the International Red Cross or Amnesty International.

Transboundary – Crossing one or more borders.

Transboundary watercourses – Waterways (e.g. lakes, rivers, streams) that cross borders from one country to another.

Foreign Ministry of Grusa

Grusa is a small rural country with a relatively small population. Grusa, Yeeland and America are **economically interdependent**. Grusa buys farming equipment from Yeeland and sells wheat to Yeeland and America. It is a member of the United Nations and gives approximately $10 million to the UN each year. Grusa is a member of the Water Convention.

Grusa co-manages the Lake Eco Wetlands Preserve with Yeeland. The lake is a **natural habitat** for an **endangered species** called the Lauret crane. About 30% of Grusans work at the Lake Eco Wetlands Preserve or in the nearby hotels, shops, and restaurants that cater to "crane tourists." 60% of Grusa's national income comes from crane tourism. The Lauret crane is Grusa's national bird.

Grusa is very concerned that Yeeland's **hydroelectric power** plant and dam will permanently damage the fragile ecosystem the Lake Eco Wetlands Preserve, irrevocably reduce the already endangered Lauret crane population, and create significant freshwater shortages for Grusan farmers who depend on the Lesser Sox rivers. The government of Grusa claims Yeeland is ignoring its obligations as a signatory to the **Water Convention** to "do no harm." The Grusan public was outraged when Yeeland's president said the Great Sox River belonged to Yeeland. While the Great Sox River is indisputably within Yeeland's territory, it is inextricably linked to Lake Eco and the Lesser Sox rivers.

The survival of the Lauret crane in its natural habitat is also a very emotional issue in Grusa, where the bird symbolizes the country's strength and independence. Having the cranes live only in zoos would be an insult to national pride. Grusan citizens and SOAR have staged several large joint protests in front of the Yeeland Embassy in Grusa and in Yeeland's capital city. These protests have received a great deal of negative international media attention and embarrassed the Yeeland government. The Government of Grusa expects that if a compromise cannot be reached today, protests will continue.

Opening Position: Grusa strongly opposes Yeeland's plan to build a dam and hydroelectric power plant using water from the Great Sox River. Yeeland's plan is bad for the economies of both countries. Crane tourism will go down and Grusa will have less wheat to sell Yeeland. The Water Convention Bureau should insist that Yeeland abide by the "do no harm" provision in the Water Convention. Grusa supports proposal #_____ for the following reasons:

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Foreign Ministry of Yeeland

Yeeland is an industrialized country with a medium-sized population. Most citizens live in urban areas with high electricity needs. Yeeland, Grusa and the U.S. are **economically interdependent**. Yeeland buys wheat from Grusa and sells farming equipment to Grusa and the U.S. Yeeland shares responsibility for the Lake Eco Wetlands Preserve with Grusa. About 10% of Yeelanders work at the Lake Eco Wetlands Preserve or in the nearby hotels, shops, and restaurants that cater to "crane tourists." 40% of Yeeland's national income comes from crane tourism. It is a member of the United Nations and gives approximately $10 million to the UN each year. Yeeland is a member of the Water Convention.

Yeeland's population is growing and its industries are rapidly expanding, requiring more power for the cities. There have already been several blackouts in Yeeland's big cities that adversely affect schools, businesses, public transportation, grocery stores and, most significantly, hospitals. The government's top priority is providing electricity to as many of its citizens as possible, as soon as possible.

Yeeland has completed about 75% of a four-year project to build a new **hydroelectric power** plant and dam along the Great Sox River. The project costs U.S. $20 billion ($5 billion per year). Yeelanders are very concerned about the power outages, which are becoming more frequent and lasting longer. They worry especially about hospitals being disrupted, and every day Yeeland's politicians receive calls and letters from citizens demanding the government to fix the problem immediately.

As an alternative to its hydroelectric power plant, Yeeland could instead invest in wind and solar energy technology, which cost about the same. These technologies do not use water to generate power. However, Yeeland would have to study the possibilities, develop a completely new energy plan, and only then begin building. That process could take up to five years. In the meantime, Yeeland's cities would continue to experience significant power outages. Also, if Yeeland changes its energy plan, 20,000 Yeeland construction workers and 4,000 Americans will lose their jobs as a result.

The government of Yeeland believes it is abiding by the "reasonable use" standard of the international **Water Convention**. Last week, the President of Yeeland defended the plant and dam on television, saying, "The Great Sox River is on our land. It is our river. Other countries should not try to dictate what Yeeland does with its own natural resources."

Opening Position: Yeeland's top priority is to provide enough power for all its citizens and to stop these harmful power outages. It is unreasonable for homes, businesses, schools and hospitals in the cities to endure frequent blackouts. The Water Convention Bureau should support Yeeland's position under the "reasonable use" provision of the Water Convention. Yeeland supports proposal #_____ for the following reasons:

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Save Our Avian Resources (SOAR)

Save Our Avian Resources (SOAR) is a **non-governmental organization (NGO)** dedicated to protecting the natural environment, particularly **endangered** bird **species**. SOAR advocates on behalf of nature, speaking for animals that cannot speak for themselves, including the Lauret crane.

SOAR is very concerned about the fate of the Lauret crane. The Lauret crane is the largest flying bird in the world, standing at six feet tall with a wingspan of eight feet. Nature lovers from all over the world donate money to pay the salaries of veterinarians, scientists and park rangers who work at the Lake Eco Wetlands Preserve, which is one of the last places on Earth where these magnificent birds still live in the wild.

SOAR strongly opposes Yeeland's plan to build the **hydroelectric power** plant. It will devastate the wetlands preserve. Zoos are not the answer. A number of scientific studies have shown that Lauret cranes live longer in the wild and produce more chicks than they do in zoos. Putting these birds into zoos is not only further acquiescence to global **climate change**, but also a direct threat to the long-term survival of this endangered species.

SOAR has already helped angry Grusans stage several protests in front of the Yeeland Embassy in Grusa and in Yeeland's capital city. These protests have received a great deal of negative international media attention and embarrassed the Yeeland government. SOAR is willing to stage even larger protests in both countries if it doesn't like the compromise Yeeland and Grusa reach today. SOAR is confident many Grusans will participate as the crane is Grusa's national mascot, like the American Bald Eagle or the Red Kangaroo in Australia.

SOAR thinks the United States will support its position, because American scientists are interested in developing cancer medicines from the Lauret crane's saliva. Additionally, SOAR is aware that U.S. airlines and tour companies make a great deal of money from "crane tourism."

Opening Position: Building the dam and the power plant is the wrong thing to do. These Lauret cranes are an endangered species and both Yeeland and Grusa have a responsibility to protect them. Crane tourism is not just for fun – it benefits both countries by providing jobs and enhancing their international reputations. It is important that scientists be able to study these animals in their **natural habitat**. SOAR urges both Yeeland and Grusa to abide by the Water Convention's "do no harm" rule. SOAR supports proposal #_____ for the following reasons:

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U.S. Department of State

The State Department leads the United States in its relationships with foreign governments, international organizations, and the people of other countries. It aims to promote the security, prosperity and interests of the American people around the world. It does so by creating American jobs through support for open markets for U.S. companies; by issuing passports and providing emergency assistance to U.S. citizens abroad; by negotiating treaties to reduce nuclear weapons and equipping countries to respond to their own security challenges; by helping countries with health, food and humanitarian crises; by promoting stability, peace and human rights; and by increasing understanding of American society and values.

The United States is a member of the United Nations, but is not a signatory to the Water Convention. The U.S., Yeeland and Grusa are **economically interdependent**. The U.S. buys farming equipment from Yeeland and wheat from Grusa, and has historically had good relations with both countries.

The U.S. also has other economic interests in both countries. An American company, U.S.-Yeeland Construction, is in charge of building the **hydroelectric power** plant and the dam. This company employs approximately 4,000 Americans and 20,000 Yeelanders. If Yeeland does not finish the dam, all these people will lose their jobs and the American company will lose an entire year's worth of payments (about $5 billion).

The State Department also leads projects to promote more efficient farming practices in Grusa. The U.S. imports a small amount of wheat from Grusa, although this amount pales in comparison to Yeeland's wheat purchases from Grusa. Additionally, crane tourism represents big business for American airlines and sightseeing companies.

U.S. scientists are also very interested in the Lauret crane because there is some evidence that a cancer medicine could be developed from the crane's saliva. Many of the avian scientists working at Lake Eco are American. These scientists have shown the State Department scientific studies indicating Lauret cranes live longer in the wild and produce more chicks than they do in zoos. Taking the birds out of their **natural habitat** would not only hinder research, but also threaten to the long-term survival of the species.

Opening position: Yeeland has a duty to respond to the people's need for electricity to improve their quality of life. At the same time, Grusa is right to be concerned about negative environmental and agricultural impacts. The U.S. wishes in particular to protect the Lauret crane, which our scientists believe might hold the key to significant medical advances in the future. As a friend to both Yeeland and Grusa, the U.S. supports proposal #_____ for the following reasons:

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Water Convention Bureau

The United Nations (UN) is an **international organization**. It is made up of almost 200 individual countries from all around the world who come together to solve global problems. Among other things, the UN tries to help countries cope with global **climate change**. This means balancing good jobs and high standards of living with preserving **natural habitats** for future generations. As an international organization, the UN has no money of its own. It gets funding from its member countries. Yeeland and Grusa give about $10 million each to the UN every year.

The **Convention on the Protection and Use of Transboundary Watercourses and International Lakes** (the **Water Convention**) is a legally binding international treaty (agreement) that any country belonging to the United Nations can join. Treaty members agree to three broad principles:

1		To use water in ways that as much as possible prevent, control, and reduce significant **transboundary** impact (the "do no harm" rule);
2		To use water in ways that are equitable and reasonable (the "reasonable use" rule); and
3		To cooperate with other nations to achieve goals (1) and (2).

The **Water Convention Bureau** is an international organization created under the treaty to make sure treaty members act in accordance with these three principles. It has a small budget for environmental grants. Grusa and Yeeland are both parties to the Water Convention. The United States is not a signatory of the Water Convention.

The Water Convention Bureau thinks each country has a reasonable goal, but their goals conflict with each other. If the issue were only that Yeeland needs to build a **hydroelectric power** plant and dam to provide more electricity to its growing population, the UN would support Yeeland. If the issue were only that Grusa wants to protect the economic benefits (e.g., jobs, money) it gets from the Lake Eco Wetlands Preserve and the water it needs for commercial agriculture, the Water Convention Bureau would support Grusa. The Water Convention Bureau's priority today is to find an acceptable compromise under the treaty.

The Water Convention Bureau is familiar with SOAR. Even though SOAR is a non-governmental organization, the Water Bureau Convention knows that the group has international support and can generate a lot of negative publicity. The Water Convention Bureau invited SOAR to today's meeting in the hopes that it will support whatever compromise is reached and not organize protests afterwards.

Opening Position: Jobs and electricity are important, but so is preserving the natural habitats, **endangered species,** and water resources for agriculture. The Water Convention Bureau believes Yeeland and Grusa should find a way to co-manage the water. The Water Convention Bureau supports proposal #_____ for the following reasons:

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Notes:

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The U.S. Diplomacy Center is a public-private partnership, an apolitical and non-partisan museum and education center dedicated to telling the story of American diplomacy. The Diplomacy Center is located at the Department of State's historic headquarters, the Harry S Truman building in Washington, D.C. The Center will invite visitors to explore the history, practice and challenges of American diplomacy through interactive exhibits, artifacts, hands-on education programs, diplomatic simulations, and the expertise of foreign affairs specialists.

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