



National Museum  
of American Diplomacy

# INTERNATIONAL NUCLEAR CRISIS

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Non-Proliferation and National Security



The **National Museum of American Diplomacy (NMAD)** 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 **Diplomacy Simulation Program** is the museum's premier educational tool. In a collaborative learning environment, students step into the shoes of real-life diplomats. The diplomacy 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 Diplomacy Simulation Program, including training and subject matter expert videos, please visit [diplomacy.state.gov](https://diplomacy.state.gov)



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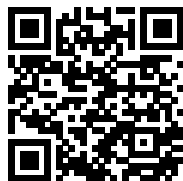
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## Background and Scenario



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Controlling the spread of weapons of mass destruction, particularly nuclear weapons, has been an international concern since the middle of the twentieth century. Concern about the risk of nuclear war diminished somewhat with the end of the Cold War in the early 1990s. At the same time, however, the threat posed by new states seeking nuclear weapons increased, along with the possibility that non-state actors may seek nuclear or other weapons of mass destruction. For these reasons, countries around the world -- and the international organizations to which they belong -- continue efforts to minimize the possibility that nuclear weapons will spread to more regions of the world or be used in a catastrophic attack. Limiting the spread of nuclear weapons is a major American foreign policy goal.

The international community relies on two main instruments to promote and verify non-proliferation: The **Nuclear Non-Proliferation Treaty** (established 1970) and the **International Atomic Energy Agency**.

## The Nuclear Non-Proliferation Treaty

A key component to international efforts to halt the spread of nuclear weapons is the 1970 **Nuclear Non-Proliferation Treaty**, regularly called the NPT. The NPT has these elements:

1. **The treaty identifies two categories of states: Nuclear-weapon states (NWS)** that already possessed nuclear weapons in 1967 and **non-nuclear-weapon states (NNWS)** that did not.
2. By joining the NPT, **NWS agree not to help NNWS produce or acquire nuclear weapons**, and **NNWS agree not to produce or acquire them**.
3. The NPT acknowledges the **“inalienable right”** of all states who sign the treaty (whether NWS and NNWS) **to research, develop, and use nuclear energy for peaceful purposes**.
4. The NPT **commits all member states to engage in good faith talks** on ending the nuclear arms race and reaching complete nuclear disarmament. Countries that previously developed their nuclear weapons arsenals before the treaty went into effect in 1968 can maintain their stockpiles while pursuing **“good faith negotiations leading to nuclear disarmament.”**
5. The treaty **requires NNWS to accept International Atomic Energy Agency (IAEA) “safeguards”** to monitor their peaceful nuclear programs against diversion to weapons.
6. **A state may withdraw from the treaty** but must give three month’s advance notice, and explain what **“extraordinary events”** have jeopardized its supreme national interests.

## The International Atomic Energy Agency (IAEA)

The International Atomic Energy Agency (IAEA) is an international organization that helps countries build their capacity in nuclear energy technologies with the commitment not to use that technology to develop nuclear weapons. It was created in 1957 by an international treaty in response to a famous “Atoms for Peace” speech made by U.S. President Dwight Eisenhower. In that speech, President Eisenhower observed:

“The atomic age has moved forward at such a pace that every citizen of the world should have some comprehension, at least in comparative terms, of the extent of this development, of the utmost significance to every one of us. Clearly, if the peoples of the world are to conduct an intelligent search for peace, they must be armed with the significant facts of today’s existence.”

About 170 countries (most of the countries in the world) are members of the IAEA and control its governing bodies. When the Nuclear Non-Proliferation Treaty entered into force in 1970, the IAEA became the treaty watchdog, responsible for inspecting nuclear facilities in NNWS worldwide to assure that nuclear materials are not diverted from peaceful uses to weapons production. At the same time, the IAEA also facilitates endeavors aimed at the development of nuclear energy for peaceful purposes, especially in NNWS, with consideration for the needs of developing areas of the world.

As an international organization, the IAEA can create rules (such as inspections), but needs money and political support from its members to implement them.

Are you willing to jump in and confront the situation? We believe you bring the necessary skills to the table: the ability to hear others' viewpoints; the ability to analyze your own and others' positions and goals; a spirit of cooperation; and a belief that everyone can be a part of a solution.

As representatives of one of the stakeholders engaged in the process, you will need to:

- Prioritize your diplomatic goals according to your group's policy position.
- Identify with whom you will need to negotiate and who might be your allies/opponents.

You will need to learn what the other participants believe and what they want out of the negotiation. Can you help bridge gaps between the participants? Remember, not all groups will agree with your priorities or goals. The objective is to find a solution that advances your group's goals and priorities. To do this you will need to compromise and develop consensus to meet the other stakeholders halfway.

You will need to negotiate with other groups and look for ideas you share. Recognize where you can and cannot change your own and others' positions; identify areas of agreement; and finally agree on a strategy. You will have a worksheet to help organize your strategy.

At the beginning of the first round of discussions and in the order listed above, each group will have three minutes to outline its concerns and objectives. Some ideas for your group's opening position are provided in your Stakeholder Profile; feel free to incorporate or withhold this information as you wish.

After all groups have given an opening statement you will be given 15 minutes to reach out to other participants and negotiate your positions informally. Your goal in this session should be to build alliances and offer strategies to find consensus with as many other groups as possible.

When you return to the formal meeting, the Chair will recognize delegates to hear their proposals. During this time you should look for support. Do not spend time endlessly debating; the goal is to find a workable solution to the crisis at hand. Listen to what others say and if you need to adjust your proposal, do so. The Chair will give you 15-20 minutes to come up with a resolution – or not.

Today's simulation involves a hypothetical scenario but deals with the real world problem of non-proliferation. 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**



**International Atomic Energy Agency (IAEA)**



**The Government of Landesia**



**The Government of Aggravalia**



**The Government of Terranova**



**Professionals Engaged Against Conflict Escalation (PEACE)**





# SUMMARY OF RECENT EVENTS

Landesia is a regional power that has enjoyed a tense but pragmatic relationship with the United States. The government of Landesia, however, supports Aggravalia in regional power struggles, especially against Terranova. Both Aggravalia and Terranova are members of the International Atomic Energy Agency (IAEA) and parties to the Non-Proliferation Treaty (NPT). Landesia and the United States are also members of the NPT and IAEA; however, the two states have rocky relations. One of the few areas of agreement between the United States and Landesia has been the need to prevent additional countries from acquiring nuclear weapons. Although it freely joined the NPT long ago, Aggravalia has come to deeply resent what it now sees as a double standard that allows a few states like the United States and Landesia to have nuclear weapons while denying others the same opportunity.

The government of Aggravalia has alarmed world leaders and neighboring governments alike through recent unilateral action on the issue of nuclear proliferation. The Aggravalian government appears to be embarking on a program to build a nuclear weapon. The fragile stability in the region, combined with the capacity of a single nuclear weapon to kill hundreds of thousands of people, has put regional and foreign governments on high alert.

Aggravalia has been working closely with IAEA to build its emerging nuclear energy industry, but the effort has stalled due to an unexpected shortage of funding. In accordance with the NPT, IAEA inspectors are supposed to be able to inspect nuclear facilities in any non-nuclear weapon state (NNWS) that is party to the treaty. Last week, in a troubling move, Aggravalia denied IAEA inspectors access to one of its nuclear research facilities located near the Aggravalian-Terranovan border known as the Emgatu Nuclear Research and Development Center. The IAEA now suspects that Aggravalia has not reported all of its nuclear activities. When confronted by IAEA representatives, the President of Aggravalia declared, “The Nuclear Non-Proliferation Treaty is fundamentally unfair. The international community has purposefully left our nation out of a shining future and the people and government of Aggravalia must do whatever it takes to secure that future on our own. The rest of the world will not dictate our internal affairs and must show the nation of Aggravalia the respect it deserves!”

This strongly worded response from Aggravalia, taken with similar language coming from its capital over the past three months and intelligence reporting pointing to the possible testing of nuclear-bomb detonators, has ratcheted up tension in the region. Several IAEA member states are now concerned that Aggravalia plans to withdraw from the NPT and build a nuclear weapon. In response, Terranova has increased the number of units participating in an upcoming Terranova-U.S. military exercise on its Aggravalian border. That buildup of forces was promptly condemned by the Landesian government in a statement describing the exercises as: “A needless inflammation of regional tensions orchestrated by the United States.”

The countries of Aggravalia and Terranova have a long history of conflict with each other, including the waging of several wars since their independence from their respective colonial powers some years ago. Aggravalia has an **authoritarian** government and Terranova has a **democratic** government. Political and economic relations between the two states are limited due to years of mistrust, differing ethnic populations and competition for regional hegemony. The two states share a contentious border. Skirmishes over Erewhon, a sparsely-inhabited area with rich energy reserves and other highly desirable natural resources, have limited any efforts at a lasting peace. Light arms fire has been exchanged in this area in the past month.

Terranova and the United States share a security alliance, which means that each country is committed to defending the other against attack. Aggravalia is closely aligned politically and militarily with Landesia. Both the U.S. and Landesia have worked to advance the political and economic interests of their respective allies.



The current threat from Aggravalia in potentially developing a nuclear weapon has also drawn the attention of international civil society organizations which work to bring nonpartisan expertise to peacebuilding, strengthen norms and develop avenues for cooperation. Professionals Engaged Against Conflict Escalation (PEACE) is an international nongovernmental organization (NGO) composed of former national heads of state with skills in mediation and respected Nobel prize-winning scientists, doctors, and authors from many countries (including the United States, Landesia, Terranova, and Aggravalia).

The United States and Landesia have agreed to convene a meeting in Geneva to discuss the developing crisis between Aggravalia and Terranova. The IAEA and PEACE have been invited to participate.

## The United States Department of State (DOS)

The State Department is responsible for implementing the foreign policy of the U.S. The United States was instrumental in the negotiation of the Nuclear Non-Proliferation Treaty and the creation of the IAEA. It is and has always been the largest financial contributor of the IAEA, contributing about \$200 million annually.

## The International Atomic Energy Agency (IAEA)

The International Atomic Energy Agency (IAEA) is the intergovernmental organization responsible for helping states to develop peaceful uses of nuclear energy and monitor compliance with the Nuclear Non-Proliferation Treaty (NPT). Aggravalia, Terranova, the United States, Landesia, and over 160 other nations are all members.

## Aggravalia

Aggravalia is a developing nation with a history of antagonism toward neighboring Terranova and an ally of Landesia. The IAEA has been assisting Aggravalia in developing its nuclear energy sector according to NPT rules. Recent comments, by the Aggravalian President, and possible new nuclear activity at the Emgatu Nuclear Research and Development Center may alter that assistance.

## Terranova

Terranova shares a border with Aggravalia and the majority of its foreign policy priorities focus on that nation. The two countries have a long-simmering dispute over Erewhon, a sparsely-inhabited area rich in natural resources including oil. Terranova is a former colony of Landesia and a strategic ally of the United States.

## Landesia

Landesia is a moderately populated country with a small nuclear arsenal. A signatory of the NPT, Landesia makes proportional contributions to the IAEA's annual budget. Landesia shares the goal of reducing the risks posed by nuclear weapons by halting their spread to countries that do not yet possess them. Landesia backs Aggravalia in its dispute with Terranova.

## Professionals Engaged against Conflict Escalation (PEACE)

PEACE is an international nongovernmental organization (NGO) composed of former heads of state and respected Nobel prize-winning scientists, doctors, and authors from many countries. PEACE advocates that all states reduce their nuclear arsenals to minimize the chance of a catastrophic nuclear accident or conflict. PEACE wants Aggravalia and Terranova to de-escalate military tension and negotiate a long-term solution to their territorial grievances.

Whom do you represent?

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What is your overall goal?

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

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Who can help you?

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Who might oppose your approach?

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What incentives and disincentives can you offer to persuade others?

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

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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 follow points are possible actions to be taken. Prioritize your top two choices according to your group's policy position. Feel free to add additional actions. You will share your group's prioritized list of actions when the negotiation begins.

- Dissuade/deter Aggravalia from withdrawing from the NPT.
- Identify steps to get International Atomic Energy Agency inspectors back into Aggravalia.
- Enhance security guarantees provided to Terranova and/or Aggravalia.
- Help Aggravalia develop its energy sector (or “energy security”) faster.
- Encourage Aggravalia to accept additional safeguards on its nuclear materials in order to promote more international assistance in developing its energy sector.
- Encourage neutral fact-finding and third party mediation by PEACE to explore the territorial grievances between Aggravalia and Terranova and open the way to formal talks.
- Develop projects to improve economic, political and military relations between the Governments of Aggravalia and Terranova. For example, Terranova could sell hydropower to Aggravalia in exchange for valuable minerals.
- Help Terranova and Aggravalia to establish an electronic “hotline” or other **confidence building measures** to make military exercises less threatening.
- Express support for each country's independence and cultural significance.
- Consider actions that might address Aggravalia's concern about a “double standard” regarding proliferation.

Other: \_\_\_\_\_

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Other: \_\_\_\_\_

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## Clearly Determine Your Position And Agree On Your Strategy:

- Clarify or restate your position if it is mis-represented by one of the other stakeholder groups.
- If during informal discussions you decide your group should change its position, discuss it with the other group members as soon as possible.

## Realistically Evaluate Possible Actions Before You Propose Them:

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



## Analyze Other Groups' 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 do not.
- Do not spend all your time trying to persuade others. Listen carefully to other delegates and absorb what they are saying.
- Try to identify common interests and concerns you share with other stakeholders.
- Even if your end goal is different, what can you agree on with others?

## Identify Incentives and Disincentives (“Carrots and Sticks”):

- Consider what incentives you can safely offer to other groups.
- Explain to other stakeholders the negative consequences (either direct or indirect) that may follow if they oppose your position.

## General Tips\*:

- Separate the people from the problem.
- Interests: Focus on interests, not positions.
- Options: Generate a variety of possibilities before deciding what to do.
- Criteria: Insist that the result be based on some objective standard.

\*Excerpted from “Getting To Yes”, Roger Fisher and William Ury, Random House Business Books, 1981



**Authoritarian**

Authoritarian governments are not democratically elected. While they may have military or religious influences, these governments have strong single parties and political systems that do not tolerate dissent. Human rights protections are typically quite weak in countries with authoritarian governments and decision-making is centralized in the hands of a few powerful leaders.

**Confidence Building Measures (CBMs)**

CBMs are efforts made by states to reduce fear and the uncertainty and insecurity that might lead to an attack. One of the most famous CBMs in history is the red telephone or “hotline” between Washington, DC in the United States and Moscow in Russia that made it possible for leaders to talk with each other quickly in a crisis situation. Another example of a CBM would be an agreement to move military exercises further away from a border or invite international monitoring, such as by the IAEA.

**Democratic**

Democratic governments typically have multiple parties that compete in elections. They have strong protections for civil and political rights and involve civil society in most aspects of policy making.

**Non-proliferation**

This word means “non-spreading.” In the case of nuclear weapons, analysts talk about both “horizontal proliferation” (nuclear weapons spreading to new states that did not previously have them) and “vertical proliferation” (states that already have nuclear weapons getting more of them). Most non-proliferation efforts focus on horizontal proliferation, or in the case of this scenario, Aggravalia’s potential acquisition of these weapons.







Located at the U.S. Department of State in Washington, D.C., the National Museum of American Diplomacy is a public-private partnership between the State Department and the Diplomacy Center Foundation. NMAD's education program connects high school and college students with the world of American diplomacy, increasing their understanding of the skills, practices, and language of diplomats. Through simulations, online resources, and the museum's annual Educator's Workshop, NMAD inspires involvement in foreign affairs and citizen diplomacy.





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