E-PARCC COLLABORATIVE GOVERNANCE INITIATIVE

Syracuse University

Maxwell School of Citizenship and Public Affairs Program for the Advancement of Research on Conflict and Collaboration

Little Golano Simulation Overview¹

Little Golano is a simulation-game constructed as a teaching-tool for the topics of conflict analysis and resolution, collaboration, negotiation, mediation and international law. It is set in a scenario that is primarily fictitious – but still blends in and incorporates real events, history and detail, forming a 'pseudo-reality': a situation familiar enough to spark interest, motivation and identification, yet controlled and delineated to allow for maximum learning and skill-building.

At its core, the simulation's framework is familiar: two disputing parties and a third-party intervener, all possessing both shared and private information. Parties must choose whether to fall into familiar patterns of competition and coercion, or endeavor to construct a collaborative process and achieve cooperative outcomes with their perceived adversaries.

Certain elements in the simulation's setup dictate that careful attention be paid to the early stages of the simulation's initiation (e.g., role-division and participant preparation). The introduction of trainer-initiated changes and interventions in the scenario necessitates special attention to the simulation's management. To this end, detailed simulation setup and management instructions have been provided. Additionally, an extensive Debriefing Guide is provided to address the wide variety of training-goals this simulation can achieve.

Designed for dedicated and committed participants, Little Golano engrosses participants in the simulated environment for a long period of time, ranging between one to three days, or from about six to sixteen hours. This investment engenders two major learning outcomes:

- In-depth understanding of the complexities of managing international conflict
- Advanced skill-building in conflict resolution, negotiation and mediation skills

This simulation was the winner in our 2010-11 "Collaborative Public Management, Collaborative Governance, and Collaborative Problem Solving" teaching case and simulation competition. It was double-blind peer reviewed by a committee of academics and practitioners. It was written by Noam Ebner of Creighton University School of Law and Yael Efron of Zefat Academic College - School of Law; Hebrew University. This case is intended for classroom discussion and is not intended to suggest either effective or ineffective handling of the situation depicted. It is brought to you by E-PARCC, part of the Maxwell School of Syracuse University's Collaborative Governance Initiative, a subset of the Program for the Advancement of Research on Conflict and Collaboration (PARCC). This material may be copied as many times as needed, as long as the authors are given full credit for their work.

¹ Authors' note: Our thanks to Etelle Ebner, for loaning us her skills and creativity in map-design.

While it can be employed with participants at an introductory level, the simulation is particularly suited for participants with some background in conflict resolution, international relations or international law. It has been used successfully with participants at both the graduate and undergraduate level, as well as with groups whose participants hail from very diverse backgrounds.

The background scenario depicts a fictional dispute between the United States and Mexico, over a piece of land claimed by both countries. Claims to the land go back a hundred years, to a fictional war between the countries and the fictional treaty that ended it. Underlying this presenting issue is a broad range of national and local interests, which must be resolved in order for a peaceful solution to be reached. However, power imbalances, as well as time pressure, present major obstacles to resolution. A team of UN mediators convenes negotiating teams from each country, in an attempt to reach a negotiated settlement.

The simulation is designed for maximum versatility. The storyline can be updated easily and regularly to allow for any changes in regional or global political reality. 'Hot' issues – such as cross-border smuggling or immigration – can be spotlighted in order to allow the reality of the relations between the two countries, and the sentiments of their populations, to permeate the simulation. The roles of the UN mediators can be stressed in mediation skill-building training, or dropped altogether in order to allow participants to flex their unassisted negotiation skills. New roles can easily be developed (or the provided roles adapted) to allow for participants' real-life preferences and experiences.

Little Golano Logistics, Setup and Game Management Instructions

Number of Roles: 8-20 (up to 8 U.S. roles, 8 Mexican roles and 4 UN mediator roles) Optimal group size is 8-9 participants, with 3 players each on the U.S. and Mexican teams and 2-3 UN mediators. This allows for maximum individual participation and group management. However, suggestions are made for incorporating up to 20 players in the simulation (see section on Variations). In still larger groups, several simulation-groups can work concurrently, with the trainer either rotating between them or employing training assistants.

Setup and Preparation Time: 1-2 hours (see section on Variations) Running Time: 6-16 hours (see section on Variations) Level: Intermediate to Advanced

Debriefing Time: One hour of debrief is recommended for every four hours of simulation running time. In addition to a post-game debriefing session, trainers might choose to conduct impromptu or pre-planned debriefing sessions during the game's running time (see Teaching Guide, below).

Background Preparation:

When this simulation is used with groups with little knowledge of Mexico-U.S. relations or international law, trainers might chose to assign reading material before handing out the simulation information packs, or to provide participants with time to conduct independent background research in the library or on the Internet. However, the simulation can be conducted on the basis of the material provided alone.

Role Assignment:

- a) Divide participants into three teams: U.S., Mexico and UN.
- b) Hand out the following material:
 - To each member of the U.S. team:
 - General Information
 - Private Instructions for the U.S. Team
 - A copy of the map
 - A copy of the Treaty of 1906

To each member of the UN team:

- Public Information
- Private Instructions for the UN Team
- A copy of the map
- A copy of the Treaty of 1906

To each member of the Mexican team:

- Public Information
- Private Instructions for the Mexican Team
- A copy of the map
- A copy of the Treaty of 1906

c) Assign each team member on the U.S. and Mexican teams a specific title, indicating their area of responsibility. To clarify: Each member of the team gets the same information. However, each is designated an undersecretary / assistant minister representing a particular department / ministry, which leads participants to prepare themselves, individually, in order to represent the interests pertinent to their office. This leads to better preparation and also sets the stage for interesting intra-team dynamics, as team members see themselves as representing or safeguarding particular interests.

On the U.S. side, designate participants as undersecretary of State, Treasure and Homeland Security. On the Mexican side, designate participants as assistant ministers of Foreign Affairs, Economy and Defense. Have them note their title at the top of their private team instructions.

Participant Instructions:

Instruct participants to read their information carefully, and to try and flesh out their instructions with their own knowledge, emotions and experience. Explain that through their "owning" of the role in this manner, the simulation will not only become more lifelike, it will also enable them to understand what parties to conflict truly experience; resulting insights will, therefore, be highly transferable to real-life situations.

Role Preparation:

Once roles have been allotted, allow students at least one hour's time for reading and individual preparation. You might even consider giving the material out the evening before. If students prepare their roles immediately before game time, ask all members of each team to stay in the same room during the individual preparation period. This will avoid participants getting 'lost' during this extended period, and will also encourage a natural transition to the group discussion period. If you have given the material out earlier, you might consider suggesting they add some individual research to flesh out their assigned role.

According to the scenario information, participants meet with their own team before meeting the other. Announce that once the individual preparation period is up, each team will meet as a group for 45 minutes or an hour before meeting the other group. This time is to be used for the team getting to know each other 'in-role,' discuss issues, interests and priorities, divide labor etc. The UN team will use this to discuss their intervention strategy, to decide on their opening welcome to the parties and to arrange the meeting room. This time will serve as a transition period during which participants will try on and try out their new roles, and get used to addressing each other in-role, as colleagues. If the simulation is being conducted in the framework of a study program involving negotiation and/or mediation, this might be a good opportunity to prime participants to keep the models learned in class in mind, as they prepare for the upcoming process.

Room Setup:

Allow participants to set up the meeting room as they wish, or specifically assign this task to the UN team. Preferably, the room should have a whiteboard and/or a flipchart and comfortable seating (remember the duration of the simulation!).

The group may periodically opt to break out of the meeting for consultations. Try to have a couple of rooms available adjacent to the primary meeting room for this purpose.

3rd Party Intervention:

You might choose to give the UN team particular instructions on how they should act, processwise. You might ask them to be relatively passive observers at the beginning, taking a more active role when this is requested by the parties or dictated by circumstances. Alternatively, you might instruct them to conduct a controlled, semi-formal process – depending on your class framework and training goals. The participants in the UN roles might be a bit uncertain regarding their authority and timing at first (although, your initial guidance should help them with this). This is part of the process: they are expected to identify situations and process-points suitable for their intervention, and earn the parties' trust and acceptance through their words and behavior rather than these being dictated by instructions. You might choose to stress this to them during the team preparation time. Of course, the UN role can be written to be more intervening or directive (in order to make the 3rd party role clearer), can be written out altogether (in order to stress unassisted negotiation skills in a two party process) or can be limited to providing good offices.

Game time:

Once the time for team preparation is up, the simulation opens with a joint session. If a party takes more time to discuss things among its members, they need to be aware that the other party is already waiting for them in the meeting room, and there will be a 'process-price' to pay. Parties arrive and are seated, and spend some time on formalities (introductions etc.) although some groups might quickly jump to conflict on procedural issues ('how come they have one representative more than we do?') or make early demands ('If the U.S. does not immediately announce its acceptance of the treaty, we will not sit at the same table with their team!'). After some time has passed, parties will usually (but not always) reach a point where they intuitively try and set a general agenda for the talks, or perhaps even plunge into an in-depth negotiation on one of the issues.

Little Golano is designed so as to be conducted entirely by participants, with no trainer intervention required. This frees teachers up to take notes and prepare for debrief. Teachers wishing to consider a more active role in affecting the ebb and flow of the game can see suggestions for doing so in the Variations section, below. However, even teachers choosing to stay on the sidelines, for the most part, would do well to consider intervening at the following two points, in order to make sure that primary learning objectives are achieved:

1. One hour before the end of the first half of the time allocated for the simulation, if parties have not yet set an agenda for the discussions (e.g., they have been bogged down for an hour over the question of who should speak first, suffered a walkout by one party, etc.) the trainer should announce that the U.S. Secretary of State and the Mexican Minister of Foreign Relations, who are following the talks closely, have requested that by 'halftime' the parties will have reached an agreed-upon agenda for the remainder of the negotiations. This will serve to focus participants on what they came here to do, nudging them gently (albeit a bit artificially) away from the play-acting the first few game hours allow for and encouraging them towards application of conflict resolution skills in what may have become a decidedly non- conducive atmosphere. You might even set a time by

which they must submit a written agenda.

2. One hour before the end of the time allocated for the simulation, the trainer might announce that the coordinators for all parties have requested that the participants write up any agreements they have reached. Participants might ignore this at first, especially if no or little agreement has been achieved, and the trainer should repeat this instruction 15 minutes later, stressing that 'agreements' can relate not only to sealed issues but also to an agreed upon agenda for future talks, a joint declaration or any other joint statements or agreed principles, including procedural agreements regarding these or future negotiations. The purpose of this intervention is to make an effort to allow for students to have some sense of achievement, albeit minor, when the simulation is brought to a close. This has a positive effect on debrief, encouraging participants to engage without losing the valuable effect of the in-process frustration of slow or no progress. If any significant agreements have been reached (even if only a partial agreement) you might consider highlighting this milestone by conducting a brief signing ceremony.

When the allotted time is up, help parties break out of character, take a deep breath, and move on to debrief (See "Teaching Guide" below). Beyond debrief sessions, consider using forms for participant self-assessment (before, during and after the simulation) as well as for receiving participant feedback on the simulation or the workshop, such as the sample forms for these purposes provided below (See "Teaching Guide" below).

Use of Props:

Imaginative trainers will find many ways to develop and employ props during this simulation. Here are a few possibilities:

- Provide nametags for participants, each with an U.S., Mexican, or UN flag on it.
- Provide place-cards for each participant (these can also be in the national colors). Players will often color or decorate them, or perhaps create a game-name for themselves suitable to their personal role.
- Consider providing a transparency of the map included in the scenario, for participants to project on a whiteboard and draw on.
- Consider providing additional maps, pictures, relevant cuttings from today's newspaper headlines, etc.

Little Golano General Information

99 years ago, the bloody War of 1906 between the U.S. and Mexico ended with the two countries signing a treaty including a cessation of hostilities and a delineation of the border between the two countries in the San Golano River area. According to the treaty, Mexico kept all areas south of the San Golano River, and the U.S. retained all lands north of the river (control of the river itself was not discussed in the treaty). The exception to this rule was an area south of the river, of about 100 square miles, known as 'Little Golano.' Both sides had laid claim to Little Golano before the war, and recurrent clashes between Mexican villagers and American ranch owners and prospectors had served as one of the war's major triggers. This disputed territory, it was decided, would remain under U.S. control for 100 years, after which it would revert to Mexico.

Since then, the U.S. has developed Little Golano in various ways. A huge biotechnological industrial park was constructed, and the town of Golan Falls was built along both banks of the river. Further down the river, the natural mating grounds of the Tuli Turtle at Yifi Point were declared a nature preserve, and many ecotourism projects including lodges and expedition operators have developed between Yifi Point and Golan Falls.

Six months from now, the handover date set down in the treaty will arrive. Despite requests through diplomatic channels from the Mexican government over the past decade, several U.S. administrations have dodged the issue, refraining from taking a clear stance on the issue of the Little Golano region. As of today, no U.S. federal agency has been set up to deal with the issue. State Department spokespeople have been vague on the issue, and have recently replied to journalists' questions on the issue with phrases such as "if this should come about" or "the proposed handover."

Increasingly, news channels are airing in-depth features on Little Golano. Schoolchildren in Mexican villages near Little Golano are shown preparing banners and decorations for the handover celebrations, and their parents speak longingly about returning to their ancestral homes. Reruns are shown of the Mexican President's recent election campaign speeches, in which he focused on the handover as an issue of national pride and promised to make sure the U.S. respected its commitment. On the U.S. side, protests are shown taking place in front of the White House calling for the U.S. to remain in Little Golano. Many of the protestors belong to an umbrella organization called 'U.S. First,' which was set up to oppose the pullout by coordinating the activities of many right-wing, conservative and patriotism-oriented organizations; this movement enjoys widespread public support. Also protesting the pullout are environmental groups who give voice to concerns that the extensive conservation efforts conducted in Little Golano will be swept aside by a wave of Mexican farmers pouring into the area and cultivating it.

Tensions are steadily rising between the two nations, and the cooperation that characterized U.S.-Mexican relations throughout the past couple of decades is deteriorating. Tourists from the U.S. are encountering harassment and a general 'Go home' sentiment in Mexican cities. In the U.S., anti-Hispanic hate crime is on the rise. The U.S. President declared a 'zero-tolerance' policy towards illegal immigration, and has recently ordered to support the Border Patrol with 5,000 soldiers from the National Guard. Mexico has responded angrily in the diplomatic arena to what it claims is an introduction of a large offensive military force into the region, and announced it was stepping up its own military training. Heated exchanges between Mexico and the U.S. in the United Nations have become a day-to-day event.

Under pressure by the UN Secretary General, both countries have agreed to send senior-level negotiators to bilateral talks in Geneva, Switzerland.

Little Golano Private Instructions for the US Negotiating Team

You are the United States Undersecretary of ______ for Foreign Affairs. Along with your two colleagues, your job is to engage the Mexican negotiating team in such a way as to serve the U.S.'s best interests. The following is a summary of a briefing session held in Washington, D.C.

General:

Until recently, Little Golano has never been an important issue on the political agenda. The worldwide war on terror, including the wars in Afghanistan and Iraq, has tended to sideline everything else. While official U.S. policymakers have never rejected the treaty, facts on the ground have made it increasingly difficult to even imagine literal compliance with it. An estimated 30,000 American citizens live in the disputed region, have set down roots and established livelihoods. The town of Golano Falls, built along both sides of the San Golano River, is a strongly unified community. The townspeople are working the media, appealing to the President and the rest of the nation not to abandon them. The President, well aware of his ratings in the polls, shudders at the thought of evacuating U.S. citizens from the area and of victorious Mexican peasants burning U.S. flags in the town hall.

While Little Golano has always been considered by the U.S. to be part of Texas, the issues at stake here are of the utmost importance at the national level. The President decided that while local considerations would be kept in mind, only the federal government would be part of the actual decision-making process.

Political and Diplomatic Considerations:

According to the treaty, the whole purpose of the treaty was to separate the two nations and prevent clashes between individuals and communities that could once again drag the two countries towards war. The thousands of Mexican immigrants illegally entering the U.S. every year raise national sentiment in favor of sealing the borders and deporting illegal aliens. This situation would be exacerbated should Little Golano be handed over to Mexico. The San Golano River is relatively easy to ford, and Little Golano allowed the U.S. to create a buffer zone to prevent mass infiltration of its southern border. With this security measure gone, infiltrations – as well as violent occurrences at the border – are bound to increase. In short – handing Little Golano over to Mexico could easily trigger the next war between the countries – the very opposite of the treaty's intentions.

You are not sure that this reasoning in itself is enough to declare the treaty of 1906 null and void. However, if these negotiations do not seem to lead in a direction that serves U.S. interests, you would be willing to refuse to comply voluntarily with the treaty, and submit the issue to the International Court of Justice (ICJ). While not sure if you'd win, you estimate it would take the ICJ at least five years to decide the issue. This would have the combined effect of passing the hot potato over to the next administration, as well as being perceived as not having given up without a fight. You know the Mexicans might not be able to afford that delay – much as they would like to get a chance to rake the U.S. over the coals at the ICJ.

On the other hand, working out a negotiated solution serving American interests and not seeming as a capitulation to Mexican pressure would be a diplomatic achievement that could strengthen the President's position, promote the U.S.'s public image and contribute to keeping your party in power in the upcoming election.

Security Issues:

While choosing the makeup of the negotiating team, the President decided not to include a representative from the Department of Defense, not wanting the Mexicans to perceive that he was looking towards an escalation. However, the team includes a representative from the Department of Homeland Security, and security issues were detailed in the briefing you all received. Other members are from the State Department and the Treasury.

The Administration views the ever-rising wave of illegal immigration from Mexico as a firstclass security concern. In all U.S.-Mexico border states, unemployment and crime are on the rise, and increasingly more resources need to be expended just to keep the streets safe and local government functioning. In addition, the immigrant-smuggling channels are being used to smuggle drugs and weapons into the U.S. It is only a matter of time before terrorists use these channels to enter the country.

Little Golano serves as a buffer zone in a very vulnerable region. The San Golano River is at its lowest here, and is easily fordable. Without U.S. presence on both sides of the river, you fear the area might become an open backdoor into the U.S. You fear Mexico might try to divert part of the river's water southwards for agricultural use, lowering the water level and making it yet easier to cross.

Ordinarily, the U.S. would not be concerned at all by the threat of military action by Mexico to seize the region by force. However, the U.S. military is overtaxed as it is, and it would certainly be spread thin if it became necessary to dedicate considerable resources to hostilities with Mexico. Additionally, military escalation between the two countries might lead Mexico to turn a blind eye to terrorists taking advantage of the opportunity to enter the U.S. Keep the Mexicans away from considering this option.

Economic Aspects:

The Little Golano Biotechnological Industrial Park (BIP) was situated on the south bank of the river as the perfect spot from which to take advantage of everything the river has to offer. The park is powered by electricity produced from the river itself at the adjacent power plant, which also provides power for the entire town. The river also supplies many of the elements necessary for the different experiments and production processes carried out in the BIP. If the U.S. government were to compensate the BIP's owners for the loss of the park, or for the cost of resituating it elsewhere, the cost would run between one and two billion dollars. The BIP employs over 4,000 workers, and shutting down would have huge repercussions on the economy.

The BIP's main purpose, however, remains a secret known only to the park's owners and the top levels of the U.S. government. The San Golano River is home to a unique underwater weed, not found anywhere else on the planet. Tests conducted with a serum derived from this weed have

indicated that it enables the human body to successfully defend itself against viruses. While much research remains to be done, and at least several years remain before drugs derived from the weed can be approved and marketed, scientists believe that this weed might contain promise for millions of people with diseases such as HIV/AIDS, and ultimately ensure the survival of mankind. The prestige, and the financial reward, for developing this serum are incalculable. The Pentagon views this serum as the ultimate answer to the threat posed by bio-terrorists equipped with vials of smallpox or SARS; enabling its production is seen as a major security concern.

Heavy political pressure is being placed on the President by environmentalist groups, worried about the Mexicans polluting the San Golano River. Similar pressure is being added by the BIP's owners and by the Pentagon, concerned about river pollution harming the weed or altering its properties.

About 100,000 tourists from the U.S. and abroad visit the region's natural parks and ecotourism projects annually, bringing in an estimated 50 million dollars in revenue as well as supporting over one thousand jobs.

While nobody thinks that this situation can be defused simply by buying the Mexicans off, the President has authorized you to use up to five billion dollars, for whatever purposes you deem necessary, in order to achieve a good outcome.

Take time to prepare yourselves, individually and as a team. When you feel ready, go to the conference room to meet with your Mexican counterparts.

Good luck!!!

Little Golano Private Instructions for the Mexican Negotiating Team

You are the Mexican Assistant Minister of ______ for International Issues. Along with your two colleagues, your job is to engage the U.S. negotiating team in such a way as to serve Mexico's best interests. The following is a summary of a briefing session held in Mexico City before your departure for Geneva.

General:

This is a crucial moment in Mexican history, and you can feel this tangibly as you prepare to negotiate with the U.S. representatives. One hundred years ago, Mexico decided to end several decades of struggling against its neighbor to the north. Mexico forced the U.S. to admit that the Little Golano region was truly Mexican and saved bloodshed on both sides by agreeing to wait a century before regaining control of the area. However, you now fear that this moment of historic justice might be denied due to U.S. greed; you fear your government may have been too naïve in simply believing the U.S. would respect its treaty agreements.

Political and Diplomatic Issues:

The Mexican President has promised the nation, time and again, that their patience would pay off, and that the Mexican flag would soon wave over Little Golano once again. In fact, this appeal to national pride was what enabled his rise to power in the last election. There is no way that he is going to let the Americans make any decisions unilaterally.

If the Americans refuse to withdraw, Mexico could always appeal to the International Court of Justice. However, such a procedure could take years to reach a conclusion. The President does not think his government could remain in power for long in such a state. The Mexican people expect to see results, and soon. Developers are already planning villages for construction in the area, and Mexican courts have been swamped with litigation concerning rights to plots of land in the area filed by descendants of the villagers and farmers forced off their land a hundred years ago.

The President has requested that you meet with the U.S. negotiating team, and see if you can work out a deal. Any agreement reached must take into account the honor and the needs of the Mexican people, and under no circumstances can it seem as if Mexico is backing down. If any concessions need to be made, it must be done in return for valuable concessions from the Americans securing the good of the Mexican people.

Mexico has been enjoying much support in the United Nations over this issue, and feels that should it stand strong against the U.S., the world would support it.

Mexico had been demanding that the U.S. formally hand over the Little Golano region to Mexico, evacuate all its citizens from the area, and desist from any military operations on the south side of the river. The U.S. has so far avoided stating a clear position on the issue, giving

rise to a sense of distrust on your side. You hope that at these talks you will, at the very least, learn what they intend to do and what their interests are.

Economic Issues:

The U.S. has invested billions of dollars in infrastructure in the region. The value of the homes, the roads, the community buildings and the industrial park is immense. If the U.S. could be persuaded to pack up and leave everything as it is, this would be a perfect outcome from your point of view. There is no way you can make things easier for them by suggesting to compensate them for the infrastructure or the added value of the development; Mexico's economy is on the brink of collapse; this U.S. pullout is supposed to help it, not push it over the edge.

If possible, you should try and achieve a handover of the Biotechnological Industrial Park (BIP). You can consider offering some degree of joint operation of the park, cashing in on the Americans' experience and expertise; however, you could always bring in outside expertise to manage the Park; you have already been approached by Japanese and Korean conglomerates on this issue. One major benefit of the BIP's continued operation is that it can create over 3,000 jobs. Unemployment in that area of northern Mexico is estimated at about 25%; this could be an enormous help in that regard. Smaller factories could open up along the shore of the river, to support the BIP's needs as well as to take advantage of the proximity to U.S. markets right across the river. You estimate that about one third of the jobs are positions for scientists and other highly trained specialists, but that the rest might be handled by less qualified employees.

Recently, Mexican scientists have stumbled upon a discovery that might just about solve Mexico's lagging economy. They have discovered a special nutrient that has the potential to make agricultural crops flourish despite a shortage of water. If this nutrient could be applied to crops struggling to grow in the barren areas of northern Mexico, it could turn into a green area capable of growing crops to support the entire country, lowering Mexico's dependence on the U.S. for grain. If some of the waters from the San Golano River would be diverted south into the agricultural areas, the combined effect of the nutrient and the new water system might just pull the entire population of the country above the poverty line.

The only problem is that the nutrient is derived from the shell of the Tuli Turtle's eggs. The Tuli has been declared an endangered species by U.S. conservation groups, and its nesting grounds in the Little Golano region were declared a nature preserve. The nutrient's discovery has been kept secret so far, so as to prevent the greedy Americans from capitalizing on it and withholding it from Mexico. Once Little Golano is returned, more research on the nutrient can be conducted, and production can begin.

This is especially important in view of the recent financial blows Mexico has taken. Two years of drought in a row have cost Mexico nearly twelve billion dollars, and two outbreaks of avian flu took yet a further three billion dollar toll. The country is on the verge of economic recession; the Little Golano handover might not only help Mexicans hold their heads up high, it might also put money in their pockets.

Security Issues:

Stepping up your military training in the areas close to the U.S. border was mainly a show for internal consumption. Not only could Mexico never hope to win even a limited war against the U.S., it could also not afford the total breaking off of relations this would entail with its main trading partner. However, in today's reality where the U.S. Army is spread across the globe, having to hold troops in reserve for a U.S.-Mexico flare up would put a strain on the U.S. military and economy. This might be a good pressure point to lean on.

You know that one of the U.S.'s major concerns is illegal immigration from Mexico. You have mixed interests on this issue. On the one hand, it is a method of exporting Mexico's economic problems to its richer neighbor. Mexican laborers who find work in the U.S. send money back home to their families, bringing more dollars into the country. On the other hand, it encourages corruption and lawlessness on the Mexican side of the border, and the waves of poor hungry Mexicans willing to do anything in order to leave their country certainly do not enhance the country's image. This is an issue that you can use both ways. If the Americans cooperate, you can offer them increased cooperation in preventing illegal immigration; if they don't, you can always threaten to stop patrolling your side of the border altogether.

One enemy you have in common with the U.S. in the border region is the drug smugglers. Mexico is trying to dispel its reputation as an easy conduit for drugs from South America to the U.S. The government's fight against the drug trade is a battle for survival between Mexican democracy and the drug syndicates constantly trying to set up powerbases in Mexico. This common interest might be a good one to raise when looking for ways to cooperate with the U.S.

Take time to prepare yourselves, individually and as a team. When you feel ready, go to the conference room to meet with your U.S. counterparts.

Good luck!!!

Little Golano Private Instructions for the UN Team

The UN Mediation Unit has been assigned the mission of facilitating talks between Mexico and the U.S. A new team set up for rapid deployment into conflict areas and for dealing with immediate crises, you had all expected your first deployment to be to the Middle East, or perhaps Africa. Not that you're complaining: At least you get to do your job in a Geneva conference room rather than somewhere in the jungle or desert, with bullets flying around. Every little thing playing in your favor is important.

You have all been selected for the team due to your experience in 3rd-party roles gained in other parts of the world - working on endless rounds of talks on the Cyprus issue and in Israel/Palestine. As U.S. - Mexico bilateral relations have always been relatively smooth; however, there is no one on the UN mediation intervention team with specific regional experience. Still, you are confident that with your conflict resolution toolbox, and all the patience in the world, you can help the parties work their issues out. As the unit's director reminded you before sending you off, this is an important first test for the unit; successful UN intervention would be an important feather in the team's cap.

This is not to say that you haven't been keeping track of the Little Golano issue. You are careful to keep abreast of conflict developments the world over. In addition to the general information readily available in the public media (see the General Information sheet), your director has provided you with the following guidance, regarding what the UN's view is and how it can help.

UN Interests:

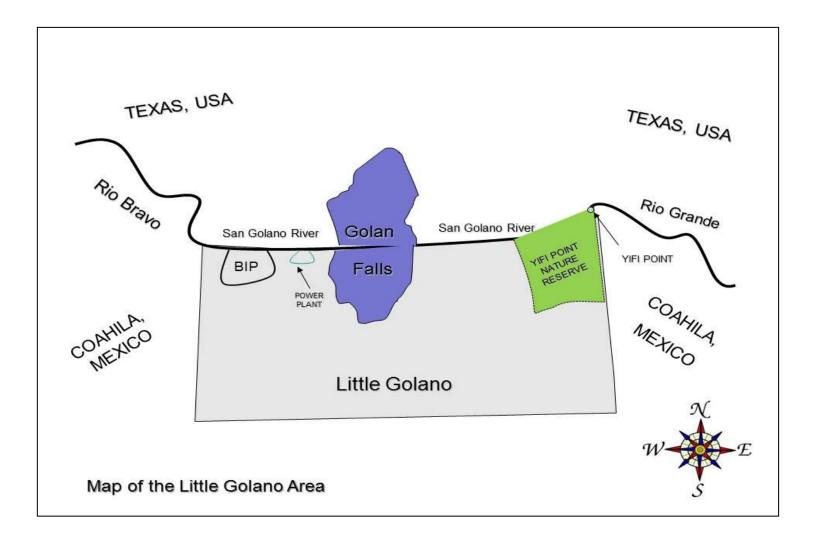
- Restoring a dialogue track, to promote quiet in this region.
- Achieving tangible results, which can create a more favorable atmosphere of dialogue in the region, with an eye towards Korea, the Iranian nuclear issue and other current hotspots.
- Remaining in good standing with both parties, given their important functions in the UN (the US as a superpower and major funder, and Mexico as one of the leading countries in the Central and South American bloc)

Possible UN Incentives: Besides its willingness to facilitate the talks, the UN can offer its own involvement and other incentives in order to get discussions on the right track. If the situation warrants it, you can consider the following proposals:

- The UN can provide on-the-ground monitoring for implementation of any agreement reached
- The UN can provide up to \$10,000,000 for humanitarian efforts and urban development in the Little Golano area; an effort can be made to seek similar investments from the EU and the World Bank
- The UN can provide consultants on civil engineering, regional recovery and urban development. For that matter, it can also provide experts on helping internally displaced

people, and peacekeeping forces. Use your preparation time to work out your game plan - you will soon be meeting with the delegations.

Map of the Little Golano Area, Present Day



U.S. – Mexico Treaty of 1906

Whereas the military commanders of the forces of the United States of America (Hereafter: "U.S.") and the Estados Unidos Mexicanos (Hereafter: "Mexico") (jointly, hereafter: "Parties" or "The Parties") have come together in order to seek a cessation of hostilities between their two nations; and

Whereas both parties agree that ending mutual bloodshed is of utmost importance to both sides; and

Whereas both parties agree that an agreement between them on ending the state of hostility between them need be based on mutual recognition and respect for the other's national dignity, territory and sovereignty;

Therefore:

- 1. The parties have agreed to cease all military operations along their shared border area, and to work towards a quick restoration of the peace.
- 2. The US Army will withdraw its forces, personnel and any US civilians from the entire area south of the Rio Grande San Golano Rio Brava riverline, and respect this area as Mexican sovereign territory.
- 3. Paragraph 2 shall come into effect immediately upon the signing of this treaty, except in the area immediately to the south of the San Golano River, known as "Little Golano". In this region, Paragraph 2 shall come into effect 100 years to the day after the signing of this Treaty.

Gen. Dan M. Winkler U.S Cavalry Little Golano Game Variations Colonel Aurio Benono Ejercito Mexicano Little Golano can be tailored by teachers to achieve teaching goals optimally across a wide spectrum of programs of study and educational settings. This section includes guidance for three categories of variations:

- Role additions, variations and expansions
- Active game management.
- International law version

Role variations

Changes can be made to the role structure of the game, in order to accommodate teaching goals, by incorporating more players in the game or adjusting participants' level of identification with the characters they are playing.

Incorporating more players in the game:

The basic structure of the game accommodates 8 players: 3 members on each delegation, and 2 UN mediators. This number can be expanded to allow more players to participate in the same game, to allow for a shared learning experience. With large groups, though, breaking the group down into several separate simulations is recommended. Here are some ways to add players to a group, in an order recommended to have the best impact on the simulation's conduct:

- a) Add another Assistant Minister / Undersecretary to each group. These might be chosen according to current issues in US/Mexico relations at the time of play. If nothing seems particularly suitable, add on roles of the Assistant Minister / Undersecretary of the Interior, Labor or Commerce.
- b) Add an additional mediator to the UN team.
- c) Assign each team another member, of legal counsel or negotiation consultant. They might take a seat at the table or take a back-seat role.
- d) Add a local role to each team (e.g., the mayor of Golan Falls or the governor of Texas to the US team; a representative of the Mexicans wishing to return to Little Golano or the regional governor to the Mexican team), as an observer or full team member.
- e) Assign each team member an aide a legal counsel, or negotiation consultant. These should be back-seat roles.

Adjusting Participants' Degree of Role Identification:

You might consider creating more in-depth briefings, handed out as personal information, for each individual player in the game. These might include professional, contextual information (e.g., providing the US Undersecretary of Homeland Security with information regarding specific concerns or threats) or personal information (e.g., providing the Mexican Assistant Minister of Defense with personal ambitions to form close ties with the US, or conversely to portray himself in a hawkish, anti-US light).

If students have been given their roles ahead of the game (such as, the night before gametime) you might ask them to write themselves a brief personal "bio" for the character they are about to play (upbringing, education, experience, etc.).

Active Game Management

As noted, Little Golano is designed to carry its own weight, process-wise. Participants with reasonable degrees of motivation will engage in the process for hours, making their own decisions on process, joint and separate meetings, in-role breaks, etc. Teachers can therefore take the role of an observer, focusing on collecting items to stress during debrief.

However, teachers may prefer to intervene in the process, to achieve specific training goals. Common examples are interventions aimed to help students stay on track with a particular process model, or to demonstrate use of a particular tool. Beyond these contextual preferences, the desire for active game management, from the trainer's point of view, is often a balance between the amount of time available and the parties' progress. On the one hand, one wants to avoid an artificial rush to settlement (e.g., 'let's hurry up and reach agreement on everything before lunch so we can have the day free'). On the other, a trainer might desire to avoid a situation in which parties approach the final deadline without any headway at all; while this might indeed go a long way towards introducing participants to the reality of protracted peace talks, it might also result in disheartened and de-motivated participants. In that sense, it is often helpful for a trainer to be able to fine-tune the game's progress, pace-wise, allowing for optimal use of the time allotted to the simulation.

One common simulation management method is to incorporate teacher interventions providing short breaks in the game routine. These could be in-role interventions (such as the teacher joining the UN team and serving as a mediator for a few minutes) or mini-breaks in which the teacher breaks the players out of their role for a short discussion, exercise or debrief (note that the personal assessment sheets provided at the end of this simulation allow for such a mid-game self-debrief exercise below).

Other interventions allow the trainer to change the game's dynamics and pace, by means of two different types of real-time game adjustments: Incentives and Setbacks. Incentives are occurrences or elements that offer positive opportunities or support for reaching agreement or for improving relations. Setbacks are occurrences which threaten to deteriorate progress already made, or threaten the chances of reaching agreement. Incentives & Setbacks are meant to have effect on the dynamics at the table, to inject a shot of optimism or pessimism, trust or distrust, acceleration or deceleration.

Trainers can decide on the best way to introduce Incentives or Setbacks into the room. They can make an announcement in the room, describing what took place as if they were making a radio broadcast; they might pass a note in to the mediators describing the occurrence to them and charging them with introducing it into the room as they see fit; they might call for a break, saying each of the teams has received messages from home and handing them written information or instructions.

Here are some Incentives and Setbacks that work well in Little Golano:

Incentives:

- A German consortium is willing to invest one hundred million dollars in developing a joint industrial park, focusing on the auto industry, provided the park is located in the Little Golano region and staffed jointly by US and Mexican employees.
- The UN has publicly announced its willingness to deploy troops as observers or peacekeepers in the implementation stage of any agreement between the US and Mexico. If agreed to by both parties, these will also partake in preventing unauthorized immigration and conducting anti-drug operations, as the UN recognizes these as destabilizing elements in the region.
- UNESCO has declared Yifi Point a World Heritage Site, due to its being home to some of the world's most exotic living creatures, including the Tuli Turtle and the Nunu Sloth. The organization has offered to invest resources in the sites preservation and in further developing local tourism.

Setbacks

- An explosion has rocked a crowded mall in Golano Falls, killing 13 townspeople. It appears to be the work of a suicide bomber. The bombers affiliation and motives are not immediate apparent, but the FBI and police have sealed of the area and are investigating the incident. U.S First has released a notice to the press, claiming the bomber infiltrated into Golan Falls through the Little Golan region and blaming Mexico for the incident.
- A journalist for the Wall Street Journal has published an article regarding the Tuli Turtles at Yifi Point. She claims that a nutrient, derived from the shell of the Tuli Turtle's eggs, is of great economic value, and that the desire to control this resource lies behind the Mexican government's insisting on a US withdrawal from Little Golano.
- The Venezuelan President has called for immediate US withdrawal from Little Golano and for an end to US imperialism. He has invited the Mexican President to Caracas for discussions aimed at significantly upgrading trade and tourism between the two countries, in order to pick up the slack from any revenue Mexico will lose as a result of relations deteriorating between the UN and Mexico.

It should be stressed that trainers need not use all of the Incentives & Setbacks listed- or any of them. Trainers can pick and choose, judging which might be best utilized to fine-tune the game dynamic in any desired direction. Trainers can improvise their own interruptions, whether on the spot or based on recent (or predicted) events in the news.

International Law

One interesting purpose for which Little Golano can be used is to demonstrate the relationship between international negotiation process and international law, showing how each takes place in the shadow of the other. This variation works successfully in educational settings focused on international law, or on international relations with an international law element included.

Little Golano raises core issues of international law including upholding and construction of treaties, use of force, cross-border natural resource management, territorial sovereignty, borders and many others. As a result, international law will always find its way, to one extent or another, onto the negotiation table. However, teachers willing to stress the interplay of law and negotiation would do well to adjust the structure of the parties and the game to allow the legal aspects to be given more attention.

One way to do this, already mentioned above, is to add a role onto each team, of legal counsel. This role could be given to participants with a particularly strong background in international law. Alternatively, participants tapped for this role might receive the role information a day or two ahead of time, with instructions to research the legal aspects and implications.

Casting an even stronger spotlight on the interplay of law and negotiation can be done by holding separate sessions in which each of these is highlighted. Here is one way to do this:

Hand out the role material a day or two before game time. Assign one to three students on either side as their delegation's legal counsel/team. Task them with treating the role information they have received as a legal case précis, and to prepare for a hearing of the case which will take place before the negotiation sessions. You might play the role of the arbitrator/neutral/judge in the hearing, or assign a participant to this role. Depending on learning goals, the hearing can be conducted briefly and informally, or as a full-blown mock court session, similar to a Jessup competition round, complete with written and oral pleadings and rebuttal. At the end of the hearing, announce that now that the case has been heard, the court/neutral recommends that parties take the UN up on its offer to provide mediation services.

The next session (which might follow immediately afterwards, or begin the next day) is dedicated to the mediation process, which will continue until parties reach agreement or impasse, or until the activity's time runs out. In these sessions, the negotiation are to be conducted by the participants assigned the negotiator roles, although it is interesting to note whether they allow their legal team to sit at the table, lead the way or participate in other ways. As the negotiations commence, note for later discussion how the legal mindset and frames affect the parties' negotiating behavior and the nature of the conversation. Also, note efforts made by the mediators or the negotiators to slip loose of the legal framing, and their success or failure. Other issues of interest may be the relationships between principles and counsel, counsel as agreement facilitator/inhibitor, the way parties relate to and use their BATNA (success in court, as it has been framed by their legal counsel) and the type of language used in the negotiation.

Little Golano Debriefing Guide

Providing a comprehensive map for debriefing the Little Golano simulation is virtually impossible, due to the varied training goals it is designed to serve and the infinite paths of unfolding it allows for. In this section, some recommendations for managing the debrief session are provided. However, this is not in any way meant to provide an exhaustive list of questions or discussion-themes:

1. Encourage Ventilation

The main challenge in debriefing a simulation such as Little Golano is that after investing so much time and energy in-role, it is difficult for participants to detach from the role they had been playing and adopt a learning stance towards themselves and their experience. Left to their own devices, they will continue to conduct some form of negotiation throughout the debrief process. In order to avoid this, allow each team a few minutes for free ventilation, first in their national team and then in their simulation-group as a whole. While this is going on, stress that the game is over, the negotiation is over, and that they can let things go rather than carry the in-game negotiation into the debrief session.

If several groups simulation-groups were playing concurrently, hold this session in the original small groups before joining together to form one large group for debrief.

2. Define Debriefing Goals

Open up the learning phase of the debrief by gathering the entire group (and if several groups played concurrently – in a general forum comprised of all the groups). Focus attention on yourself, and shortly announce the goals of the debrief. Explain that debriefing is an opportunity to transform the participants' simulation-experience into practical lessons to take away. State clearly what you hope to gain from this experience (e.g., 'Let's aim for a clear picture of how we improved our negotiation / problem-solving skills,' or 'Let's aim at summarizing the new aspect of the conflict that this simulation has brought to light.'

3. Grab Focus

Begin the debrief by asking how many of the groups reached agreement; ask a couple of groups for the main points of their agreements. This is done mainly to allow participants still engrossed in the game to join the group, others to vent a bit, and to stress in general the joint-but-separate experience of the groups and of each individual participant, transforming them back into one large learning-group. For most of the remainder of the debrief, focus will be less on the outcomes and more on the process; it is helpful to touch on outcomes and set them aside right at the start.

4. Focus on Training Goals

Here are some suggestions for questions you may use in order to highlight the particular training goals you set for the simulation:

Training Goal: Mediation / Conflict Resolution Skills:

Consider asking some of these questions, focusing on the way the participants playing the UN delegates handled their role. Choose questions and allow discussion according to the level of competence and confidence of the mediators, according to the their performance and according to your pre-set desired skill-set (e.g., trust-building, relationship-building, grasp of the structure of the mediation process, creativity, dealing with ethical dilemmas, confidence boosting, etc.)

- Did the mediators explain the process to the parties in a clear manner? How did this affect the process?
- What did the mediators do in order to help parties get all the necessary information on the table?
- Were the mediators successful in building an atmosphere of trust around the table? How did they do this (or what might they have done, but did not)?
- How did the mediators react in challenging situations (such as: parties interrupting each other, parties attacking each other, parties attacking the mediators, party walk-outs, etc.)?
- Do the parties feel that the mediators acted in a neutral and impartial manner? Did the mediators deal explicitly with issues of neutrality and impartiality? Can the mediators comment on ways in which they felt parties were trying to win them over to their side?
- What were the frames the mediation process addressed the issues through (for example: 'a security issue,' 'an argument about borders and territory,' "honor", 'distrust' etc.)? Did these framings prove to be conducive to negotiation and settlement? Did they affect the degree to which parties were able to come to grips with the past and look ahead to the future, or transform elements of their relationship with one another?
- What do the mediators view as the largest obstacle they had to face during this simulation? What were some of the tools they used to overcome it?
- Do the mediators feel they managed the process 'by the book' moving from one stage of the model they learned to the next in a conscious and controlled manner? Do they feel that the structured process they tried to manage sometimes got wrested away from them or 'hijacked' (by the parties or by circumstances)? How did they react?
- Do the parties feel that their relationship shifted at different stages of the mediation? What was the mediator's role in bringing this about (if any)?
- What did the mediators do in order to help parties face their problem constructively?
- Did the conversation focus on defined problems ('possession of the Little Golano area'), or did the topics widen to include different relational issues? What was the mediators' role or orientation with regards to the parties' adoption of this narrower or wider focus?
- How did the process of problem solving and searching for options begin? Did the mediators take an active role in generating or evaluating options for agreement? What effect did this have on the process? What might have been done differently?
- Did the search for options (or the final agreement) focus on the elements that were very much on the table (e.g., dividing the region into two), or were attempts made to expand the pie (e.g., agreement for cooperation in expanding and jointly operating the BIP)? What was the mediators' role in this?

Training Goal: Negotiation Skills

Consider asking some of these questions, focusing on the way the participants playing the Mexican / U.S. delegates handled their role. Choose questions and encourage discussion according to the level of competence and confidence of the parties, according to their performance and according to your pre-set targeted skill-set (e.g., analytical grasp of the situation, strategizing ability, trust- and relationship-building, creativity, interpersonal communication skills, ability to cope with ethical dilemmas, pie-expanding, etc.):

- How would the parties define their overall strategy, when they first walked in to the joint discussion (help participants frame a short strategic definition of their strategic state of mind, such as "working cooperatively" or "asking for as much as I can, and then asking for more").
- Did the parties find they adhered to this strategy throughout the negotiation? If their strategy changed, was it done consciously, or as an intuitive / instinctive shift? What triggered the change?
- Did the parties' search for options (or the final agreement) focus on elements that were very much on the table, or were attempts made to expand the pie?
- What communication tools did the parties and the mediators use throughout the discussions? Was it difficult to utilize these techniques? Why?
- Did any communication problems arise over the course of the negotiation? What was their source? How did the parties address them?
- Was an atmosphere of trust created between the parties?
- Did parties share information openly, or did they play their cards close to their chests? A good test of this: Did the Mexicans raise the issue of the nutrient they hoped to extract from the Tuli Turtle? Did the US share the issue of the virus-fighting river-weed?
- What behavior or circumstances proved conducive to information sharing, and what behavior or circumstances were inhibitive?
- Did use of particular communication tools assist trust-building?
- Do the parties feel that their relationship shifted at different stages of the mediation? How would they describe these shifts? What do they think triggered and enabled them?
- Ask participants to name particular negotiation tactics they saw other participants employ successfully.

Training Goal: Team Negotiation and Multiparty Negotiation

Forum:

- Did the forum switch between three-way meetings and private sessions between parties and the mediators (caucusing)? Whose initiative was this? Did the national teams ever decide to meet bilaterally, without the UN mediators? Were there any other types of meetings? Were there disagreements regarding use of different fora?
- Which types of fora seemed more conducive to information sharing, collaboration or problem solving? Which were ultimately more productive? Why?

Coalitions:

- Did coalitions form between two of the parties against the third (e.g. between the national teams against UN intervention? Between the UN Team and a national team against the other national team?)
- Following up on the previous question: Did coalitions form on specific issues between two of the parties, and on others between different partners? What effect (if any) did this have on the negotiations?
- Did any party feel he had to try and break up a coalition formed by the other two parties?
- Did members of each national team assume they were "all on the same team" going in to the negotiation? Was this perception shaken up at a later stage of the negotiation process? What effect (if any) did this have on the negotiations?
- Did any participants (besides the UN team) feel they assumed the role of middleman, positioning themselves as the one trying pull their own team, as well as the other, to bring them closer to understanding or agreement? How did this affect the negotiations?
- Can participants identify tacit or explicit coalitions formed between two or more members of opposing teams? How did this affect the negotiations?

Process Management:

- 1. Did the parties discuss process management rules (or reach unspoken agreements on them), such as:
 - Ground rules: What are the seating arrangements? Are interruptions permitted? Can parties consult with others?
 - Communication Rules: What order do parties speak in? How long does everybody get to express him/herself? Can parties shout at each other?
 - Decision-making rules: Who decides the final outcome? Is it decided by majority vote, or must everybody agree?
- 2. How were these explicit or implicit dynamics or decisions affected by the multiparty/team setting of the situation, as opposed to a two party setting?
- 3. Did one of the participants take a conspicuously leading role in the negotiations? What gave him/her the legitimacy to do this, in the eyes of the other participants? What did the leader use this power for? Did other participants take the lead at different points during the process? If there had been a previous dominant player did s/he relinquish control or struggle to retain it?

Training Goal: Understanding of the International Conflict

- What have participants learned regarding the complexity of trying to solve international conflict through negotiation?
- Did any participant enter the simulation with a predetermined solution to the conflict, or major elements thereof? Have they changed their minds, or reconsidered the applicability of their solution, as a result of participating in the simulation?
- What do participants have to say regarding the effectiveness, the desirability and the long- and short- term effects of unilateral moves by one side to the conflict?
- Do participants view the conflict in terms of an extreme power disparity? Did this view shift during the simulation?
- Did participation in the simulation enable participants to appreciate new ideas which might be transferable to ongoing protracted conflict going on in the real world (e.g., the Israeli-Palestinian conflict, the China-Taiwan conflict or the conflict between the two Koreas?) What ideas, in particular, piqued their interest?
- Have participants encountered a newfound appreciation for a party to the conflict they might have felt (walking into the simulation) was more to blame? Or, conversely, did they find that their preconceptions on this issue were strengthened by their experience? How would they portray and explain this transformation, or lack thereof?

5. Provide for further learning activities:

Trainers might assign participants a paper to write regarding their experience or particular elements thereof. They might provide forms for self-assessment for participants to fill out before, during, and after participating in the simulation (see sample below). Finally, trainers can administer a simulation feedback form (see sample below) in which participants make general comments regarding the simulation and its management. Beyond providing input vital for the trainer's growth and development, this also encourages participants to view their experience through a new critical lens, leading to new insights into their own experience and learning.

Little Golano Personal Assessment Sheet

Before Game Begins –

When negotiating / mediating, I feel my strongest quality or ability lies in using the following skills:

The skills I would like to improve or enhance are:

At Game's Mid-point:

Describe a point in the negotiation / mediation where your strongest quality or ability was best demonstrated. How did the use of this specific tool advance the negotiation / mediation?

Describe a point of difficulty in the negotiation / mediation. What skill or tool you might have used (focus on yourself, rather than on others!) to advance the negotiation / mediation?

What skill / tool would I like to develop or practice during the rest of the negotiation / mediation?

Professionalism demands constant learning and improvement. Reflect on these questions – they will help take you to the next level.

After the Game's Conclusion:

Describe a point in the negotiation / mediation where your strongest quality or ability was best demonstrated. How did the use of this specific tool advance the negotiation / mediation?

Describe a point of difficulty in the negotiation / mediation. What skill or tool you might have used (focus on yourself, rather than on others!) to advance the negotiation / mediation?

What significant insight did I find during this workshop, regarding the practice of negotiation / mediation? How will I be using it in my future negotiations / mediations?

Professionalism demands constant learning and improvement. Reflect on these questions – they will help take you to the next level.

Little Golano Simulation-Game Feedback Sheet

We constantly wish to learn and to improve our training skills and materials. Your thoughts on the following topics will help us improve our future workshops. Please take a few minutes to answer these questions (you can expand on the opposite side of the page):

How would you say the simulation contributed to your negotiating / mediating skills?

How would you say the workshop contributed to your understanding of the international conflict and its resolution?

Please comment on some of these issues, regarding the organization of the simulation:Amount and relevance of the background material:

Clarity and order of the occurrences in the simulation:

• Staff handling of difficulties arising during the simulation:

What is your overall impression of the simulation?

How can we improve this simulation in the future?

Any other general / particular comments you would like to make?

Who else do you think would benefit from participating in such a simulation?