

NATIONAL COUNCIL ON U.S.-ARAB RELATIONS

JOINT CABINET CRISIS HANDBOOK

TABLE OF CONTENTS

Introduction to Model Arab League	3
The National Council on U.S.-Arab Relations	3
A Brief Background of the Model Arab League Program.....	3
What is the JCC?	4
The Players.....	5
Joint Cabinet Crisis Coordinator(s):	5
Cabinet Leaders:	5
Second-in-Command:.....	5
Delegates:.....	6
Rules of the Game	7
Directives, messages sent to "Home Government"	7
Communiqués	8
Press Releases.....	8
It's the end of the world as we know it?.....	9
Appendix A: Example Joint Cabinet Crisis.....	10

INTRODUCTION TO MODEL ARAB LEAGUE

THE NATIONAL COUNCIL ON U.S.-ARAB RELATIONS

Founded in 1983, the National Council on U.S.-Arab Relations (NCUSAR) is a non-profit, non-governmental, educational organization based in Washington, D.C. dedicated to improving knowledge and understanding of the Arab world. The National Council works to improve U.S.-Arab relations through people-to-people and leader-to-leader exchanges along with a wide variety of educational programs in the United States. For details on the National Council's full range of student opportunities – internships, study abroad, and exclusive travel opportunities – please visit www.ncusar.org.

The National Council understands that positive changes in the U.S.-Arab relationship require exposure, interaction, and conversation at a personal level. The National Council works to provide opportunities that have been proven to enrich student leadership and career skills, as well as academic offerings related to international affairs and the study of the Arab world. The largest such program is the Model Arab League.

A BRIEF BACKGROUND OF THE MODEL ARAB LEAGUE PROGRAM

Since 1983, the Model Arab League Program (MAL) has offered American students an extraordinary opportunity to learn, practice, and develop essential leadership skills. Through MAL participation, students deepen their knowledge and understanding of the most critical social, economic, cultural, and political issues in the Arab world today. Students must work together to address problems and achieve consensus on questions with which diplomats wrestle on a daily basis. The dynamic and interactive nature of the program's emphasis on role-playing stimulates creativity, enhances learning, and cultivates understanding as no book, lecture, or coursework ever could.

Participation in a Model holds value for all students, regardless of their academic major or the subject matter of their courses. Participants gain valuable leadership training through the Model's constant challenges in debating, writing, editing, public speaking, critical thinking, and interpersonal relations. All delegates come away having practiced the kinds of skills that will serve them well throughout their academic years, future careers, and personal lives. Year after year, delegates return to participate over and over until they graduate.

The first Model Arab League began at Georgetown University in Washington, DC in 1981. An idea conceived by Dr. Michael Nwanze, the MAL was based on the same general structure as the Model United Nations, a similar student debate program that had existed for several decades. Under the guidance of Dr. John Duke Anthony, the National Council was the first sponsor of the program and has coordinated, organized, and funded the Models since 1983.

Regional models began to form as word of the Models spread to university faculty across the United States. In 1991, the first high school Model Arab League was established in Atlanta, Georgia. By the 2014-15 academic year, there were nearly 20 models at both the university and high school levels, with national conferences for both high schools and universities. Many international MAL conferences have been founded as the program has been replicated the world over. Upwards of 150 universities, colleges, and high schools now participate, with over 2,000 total participants annually. The National Council oversees the coordination of all the Models and acts as the primary sponsor.

WHAT IS THE JCC?

The Joint Cabinet Crisis (JCC) is a special committee which doesn't engage in formalized debate as often as regular committees, though at times the chair may use his/her discretion to recommend formal debate. The purpose of these Cabinets is to simulate real world government responses to crises. The action is fast-paced, the decisions have consequences which may come back to haunt you and other governments, and sometimes your own delegates are looking to exploit any perceived weaknesses.

At Model Arab League conferences, the JCC typically takes the form of two opposing governments or Cabinets who disagree on an issue(s). Delegates portray government officials who have specific functions, which affect their policy recommendations. One past crisis included Daesh bombing the Kirkuk-Ceyhan pipeline; the two opposing groups represented in this simulation were Iraq and Kurdistan. Another JCC crisis involved deliberations between Yemen's Hadi Government and the GCC after the bombing of Yemeni Armed Forces offices.

Unlike other MAL Councils, the Chair, or "Cabinet Leader," of the JCC can participate and debate freely. Whereas other MAL Council Chairs are limited by the rules of formal debate, JCC Cabinet Leaders are acting as the head of their governments and take on a much more active role in debate. There are also differences concerning what the JCC members can do; most of the time delegates will not use moderated caucuses, speaking time, or the rules of parliamentary procedure. Instead, delegates may use directives/messages to Home Government, communiques to other governments, and public press releases. These methods of communication are routed to Home Government first, who can forward them, deny them, or in some cases, leak them. (See *Rules of the Game*.)

Many times, JCC members also take advantage of their positions as government Cabinet members to produce live Twitter updates on what they're working on. The crises on which the JCC focuses throughout the conference can also impact other MAL Councils, who could potentially have to address the JCC crisis situation in their debate as well.

Overall, the JCC represents a type of debate which is more responsive, relying on information about the crisis to make its decisions. It is more interactive, involving collaboration between different types of government members from Ministers of Defense to Ministers of Agriculture, which provides a unique learning experience. In past JCC simulations, there have been traitors who defected to other Cabinets, assassinations whilst on humanitarian missions, and even the creation of a new Kurdish national anthem. These events are typical of the JCC because they combine real-world consequences with the unknown – a situation that all governments must deal with. Most often information flows quickly, but in some cases, the motivations and the consequences within the crisis simulation occur in real-time, as do the responses. The JCC tries to simulate the complex nature of these types of political interactions. It's also a ton of fun!

THE PLAYERS

There are four main types of members who participate in the JCC: the Joint Cabinet Crisis Coordinator, the Cabinet Leader, the Second-in-Command, and the delegates who portray individual Cabinet members.

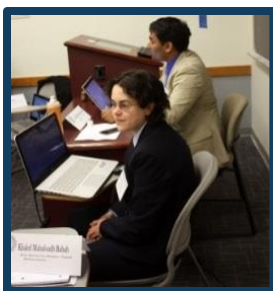
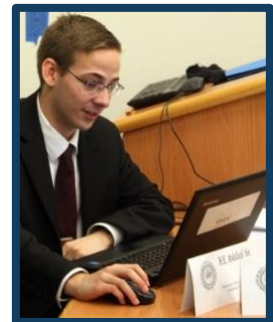


JOINT CABINET CRISIS COORDINATOR(S):

The Coordinator(s) represent the Home Government, other governments, the news, and more. Any role that is not portrayed by the JCC Cabinets is played by the Coordinator(s). Sometimes this may take the form of messages from Home Government detailing information on a crisis. Other times this may take the form of outside government officials and experts who are called upon to provide context or assistance for the crisis. At other times this may take the form of press releases containing more information or media personnel who publish interviews. The Coordinator is responsible for all of the information of the JCCs. Information must pass through the Coordinator before it goes anywhere else. Directives or proposed projects must also be sent to the Coordinator for approval/denial/results. The Coordinator(s) also send out new information regarding the crisis, global events, and other relevant happenings. The JCC Coordinator(s) additionally have the power to cause events to happen which are not requested by either government throughout the simulation, including events which are antagonistic or beneficial to one or both Cabinets' goals. The JCC Coordinator(s) has the capacity to impact the crisis at any point for the purpose of challenging the respective Cabinets.

CABINET LEADERS:

Cabinet Leaders are essentially the “Chairs” of their respective JCC Cabinet, as they function as the Head of State for their government. For example, in a scenario including Yemen’s Hadi Government and the Gulf Cooperation Council (GCC), the Cabinet Leaders would be President Abd Rabbuh Mansure Hadi and GCC Secretary-General Abdullatif bin Rashid Al Zayani, respectively. The Cabinet Leaders are responsible not only for portraying their character but also for ensuring that the Cabinet is well-run. Some of their duties include managing debate, encouraging shy speakers, and promoting a realistic approach to the crisis. Sometimes debate can become hectic, chaotic, and silly. Part of the Head of the Cabinet’s job is to keep delegates focused on the real-world response. As mentioned above, they are also responsible for accurately portraying the President or Ruler of their government.

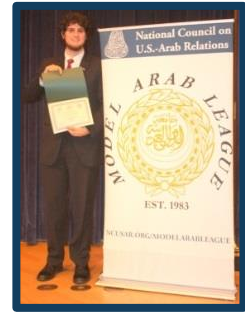


SECOND-IN-COMMAND:

This delegate portrays the character that is second-in-command to the Cabinet Leader, usually a Vice-President or the next person in a government’s line of succession. If something should happen to the Cabinet Leader, this person would be promoted to their position (and the Cabinet Leader reassigned to another Minister). Sometimes power-hungry delegates promote the demise of their leaders in order to gain their power. Be warned: there’s always a second-in-command and yours could be looking to remove you. Other times, an event occurs as a result of the crisis situation which involves the leader’s fall. Assassinations, targeted bombings, and collateral damage are all examples of how this could occur.

DELEGATES:

Individual delegates represent various Ministers of their government. Their job is to portray their characters, with all of his/her particular motivations. This means understanding that person's background, interactions with other government officials, and any other possible motivating factors. An accurate representation of the person is important because it will help facilitate the overall debate and response to the crisis. Delegates can also win individual awards for their performances within the JCC at MAL conferences; Cabinet Leaders and Second-in-Commands are also eligible for these individual awards.



RULES OF THE GAME

The JCC is interesting in that it isn't bound by the rules of parliamentary procedure or the laws of time. Essentially, the JCC becomes an alternate universe in which crises are occurring and events deviate from those of the real world. The goal is to create a simulation where the Cabinets have to respond to the crises as their corresponding real-world governments would.

TIME

The rules of time are different in the JCC. The timeline can be sped up or slowed down as needed. Occasionally, some crises will have an escalated timeline. In other instances, the Coordinator(s) may need to slow things down if too many requests are coming in and they don't have time to respond to all of them. If one of these situations occurs, the Coordinator(s) will inform you.

COMMUNICATION

Communication is the key to the JCC. To ensure that the crisis response is running smoothly, all communication must go through the JCC Coordinator first. An analogy one JCC Coordinator used is that the crisis simulation is essentially a real life version of Dungeons and Dragons, with the JCC Coordinator playing the role of the Dungeon Master. Though this analogy may be unfamiliar to some, it is very apt. The Coordinator facilitates all the moves that the Cabinets can make. If one delegate wants to meet his/her counterpart in the other Cabinet, this has to be arranged through the Coordinator. If one Cabinet wants an outside representative to brief their members, either from another Cabinet or from a government not included within the Cabinet system, this has to be arranged through the Coordinator. **All communications must go through the Coordinator.** This is to ensure that the Coordinator knows what's going on within the Cabinets at all times. This knowledge allows them to anticipate the needs of the Cabinets and to prepare new information. It is also important to note that nothing can happen until the JCC Coordinator responds to your communication/missive/directive. This means that anything your Cabinet wishes to put into action must be approved or denied by the Coordinator.

ACTIONS

There are several actions available to the delegates. The main channels are directives, communiques, and press releases.

DIRECTIVES, MESSAGES SENT TO "HOME GOVERNMENT"

Directives to "Home Government" are messages sent to the JCC Coordinator on behalf of the individual Cabinets. These directives are sent via email and are meant to be requests for policy actions to be carried out and occur within the simulation.

Example: From: Egypt
To: JCC Coordinators
Message: Egypt is sending air force patrols over Libya.

From: Jordan
To: JCC Coordinators
Message: Jordan is opening more refugee camps for displaced Syrians.

Directives may become 'publicized' through leaks to the press by the Coordinator in order to move the crises along; additionally, things might 'go wrong' (Egypt's air force strikes a civilian target, Jordan's camps become infiltrated by militants, etc). Nothing is ever 'certain' to happen, however, the Coordinator uses diligent judgement to keep the crisis moving and on target. These requests may also be denied by the Coordinator if too extreme or not pertinent to the course of the crisis.

COMMUNIQUES

Communiques are meant to be sent to a specific government(s) and/or Cabinets, however all communiques must pass through Home Government (JCC Coordinators).

Example: To: JCC Coordinators
 From: Syria (Assad Regime)
 Message: Communique to Russia “We request military aid on the behalf of our people and our government.”

Communiques could be 'intercepted', 'published', 'leaked', or altered, just as with directives. They can also be denied by the Coordinator.

PRESS RELEASES

Press Releases are meant to be published to the 'media' for all governments and Cabinets to see; however, they must still be sent to the JCC Coordinator/Home Government before being published. Press releases may be 'published' and 'altered'. They may also be denied by the Coordinator.

There are additional options available than those listed above, such as asking the Coordinator to pass along messages to specific people/Ministers, requesting more information, requesting meetings between Representatives, and asking the Coordinator to send a Representative to brief the Cabinet (not necessarily from the other Cabinet's government – this Representative could be from an international organization or other related party). In the JCC, the sky's the limit in terms of requests. If you can think it, ask your Coordinator.

CHANCE

As stated above, all actions and communications within the JCC must be directed to, approved by, or denied by the Coordinator(s). If your actions seem reasonable, then they are usually approved. However, approval doesn't mean that the actions will go the way you thought they would. For example, let's say Country A opens its borders to Country B after a crisis in Country B has created a large number of refugees. Country A's decision will help these refugees, but it also offers up the opportunity for another crisis. Militants within refugee populations could enter Country A, disease could break out in backed-up border crossings, etc. Each action should be weighed carefully before requests are made to the JCC Coordinator(s). This factor, which we like to call the "chance factor," can also affect the approval/denial of your requests. If your Cabinet becomes derailed and begins to make requests which don't seem likely, then the Coordinator will consider if the action is possible, probable, and/or wise.

The JCC Coordinator(s) additionally have the power to cause events to happen which are not requested by either government throughout the simulation, including events which are antagonistic or beneficial to one or both Cabinets' goals. The JCC Coordinator(s) has the capacity to impact the crisis at any point for the purpose of challenging the respective Cabinets.

IT'S THE END OF THE WORLD AS WE KNOW IT?

At the end of the conference, the JCC's success or failure is determined by whether or not the Cabinets solved the initial crisis, how well each individual Cabinet was able to achieve their individual goals, and if the world is still standing.

The JCC engages in realistic simulated crises. The thoughts and actions taken by the Cabinets should reflect a real-world crisis response. These issues are serious, with potentially devastating consequences. Though the JCC can be a lot of fun, it is our hope that the JCC provides a more realistic simulation of governments under crisis. There are many pressures facing governments even without the additional demands of a crisis. Balancing the needs of your people with the needs of your government and the power plays which are involved is very difficult. Students need to understand not only their individual country's and their assigned Cabinet member's policies, but also that of their neighbors, allies, and enemies. The stage of global politics is increasingly complex. Understanding the moves and countermoves involved is not only a good foundation for furthering your study of political theory but also a practical lesson in applying political decisions.

As always delegates, may the odds be ever in your favor.



APPENDIX A: EXAMPLE JOINT CABINET CRISIS

This is a brief summary/overview of the beginning of the JCC simulation that occurred at the 2015 Southeast Regional Model Arab League at Converse College in Spartanburg, SC.

Iraq	
Prime Minister	Haydar al-Abadi
Minister of Foreign Affairs	Ibrahim al-Jafari
Minister of Defense	Khalid al-Ubaydi
Minister of Human Rights	Dr. Mohammed Mahdi al-Bayati
Minister of Displacement and Migration	Jasim Muhammad Ali
Minister of the Interior	Muhammad al-Ghabin
Minister of Oil	Adil Abd al-Mahdi

Kurdistan	
Prime Minister	Nechirvan Idris Barzani
Minister of Peshmerga Affairs	Mustafa Sayid Qadir
Minister of the Interior	Abdulkarim Sultan Sinjari (Karim Sinjari)
Minister of Natural Resources	Abdullah Abdulrahman Abdullah (Ashti Hawrami)
Minister of Trade and Industry	Samal Sardar
Head of the Department of Foreign Relations	Falah Mustafa Bakir
Minister of Labour and Social Affairs	Ms. Asos Najib Abdullah

Initial Crisis:

This evening at approximately 7:00pm, a massive attack was staged on the city of Kirkuk. While more information is not available as to who perpetrated this attack, reports are coming in that some of those involved were wearing Iraqi military uniforms. Tanks were taken through the streets of the city, decimating infrastructure before fighter jets were flown over to finish the job. While more reports are coming in, there are currently over 200,000 reported dead, 100,000 reported injured, and 300,000 unaccounted for.

Initial Response:	
Kurdistan	Iraq
<p>Sends Communique to the US: The Regional Government of Kurdistan and the Head of the Department of Foreign Relations would like to ask for the assistance of the United States in regards to the attack on Kirkuk. While we are still unsure who initiated this violent attack, we are in great need of U.S assistance, specifically with any infrastructure, resources, military intelligence, and any political assistance that can be offered so that this matter can be taken care of quickly and peacefully. We would also</p>	<p>Iraq sends Communique to Kurdistan: (From: Iraqi Minister of Justice) The Iraq Government expresses its deepest concerns for the attack on Kirkuk this evening. We are reaching out to you should you need any assistance.</p>

<p>request drone surveillance of the city of Kirkuk until further notice. US Response: The United States will provide limited assistance from soldiers stationed at Kirkuk Air Base. They will help with infrastructure and rescue missions. The US cannot offer combat assistance at this time - current intel has that the perpetrators of the attack appear to be members of another nation's army.</p>	
<p>Sends Press Release: This evening at 7:00pm, the city of Kirkuk was attacked by an unknown group wearing Iraqi military uniforms. The Kurdish government is putting forth great effort in order to identify those responsible for these actions. At this time, we ask our people to remain calm in this time of crisis, as further violence and panic will be of no help. The representatives of Parliament ask our people to remain strong with us at this difficult time.</p>	<p>Sends Communique to Kirkuk: (From: Iraqi Minister of Human Rights) The Iraqi government would like to offer our assistance to Kirkuk in this time of crisis.</p>
<p>Sends Directive to Home Government: The Peshmerga, starting immediately, will begin deploying SAMS in an attempt to regain air superiority in Kirkuk.</p>	<p>Third Party Press Release: The United Nations will be sending humanitarian assistance including medical personnel and supplies to help with the recent attacks in Kirkuk. We will also be sending in small security details to help protect innocent citizens in the area of Kirkuk under Kurdish control - these forces will be centered around the Kirkuk Citadel, as going further into Western Kirkuk would place them in the midst of fighting. The United Nations does not have any further information on the perpetrators of this attack at this time.</p>
<p>Requests to meet with a UN official: Kirkuk has recently been attacked by an unknown people/group leaving hundreds of thousands dead and injured. We are requesting possible aide in the form of medical assistance from the UN and value your opinion on who possibly orchestrated the invasion. We are suspecting Iraq due to its close proximity to Kirkuk and their available resources. We would like to talk to an official about this.</p>	<p>Sends Directive to Home Government: The Minister of Defense is requesting information to see if all military personnel are accounted for and on the identification of the tanks and fighter jets. The Minister of the Interior wishes to station undercover police forces on the border of Kurdistan and Iraq near the city of Kirkuk for surveillance purposes only. These police are not to cross the border into Kirkuk, but to stay right outside it on the Iraqi side.</p>
<p>Sends Communique to the US: Asks for the increase of military assistance from the US, citing our recent loss of control of Northwestern part of Kurdistan, the Tisin and Wasiti neighborhoods. US Response: To actively engage in fighting these forces, the US</p>	<p>Requests Meeting with Counterpart: The Minister of Defense would like a meeting with the Minister of Peshmerga Affairs.</p>

<p>will need to know more about their origins. At this time, the US is investigating the attack and would work with Kurdistan to develop intel on who the forces are. If they are Iraqi forces, fighting them would be an act of war and would need to go through Congress.</p>	
<p>Sends Directive to Home Government: We will be pulling back 25% of our forces currently stationed in Iraq in order to assist with the current crisis in the city of Kirkuk. These forces will be redirected to border control around Kurdistan. After increasing security at our borders, we will consider closing them off in order to prevent any more attacks at this time.</p>	<p>Sends Communique to Kurdistan: (From: Iraqi Ministry of Communication) The Iraqi government would like to notify the Kurdish government of our continuing offer of assistance. We understand at this time that there are concerns within Kurdistan with regards to your sovereignty in the case of Iraqi assistance, but we would like to assure you that your autonomy will be respected during joint operations against ISIS. Please do not hesitate to communicate your concerns and questions to our ministers. Thank you.</p>
<p>Third Party Press Release: The United Nations will be sending humanitarian assistance including medical personnel and supplies to help with the recent attacks in Kirkuk. We will also be sending in small security details to help protect innocent citizens in the area of Kirkuk under Kurdish control - these forces will be centered around the Kirkuk Citadel, as going further into Western Kirkuk would place them in the midst of fighting. The United Nations does not have any further information on the perpetrators of this attack at this time.</p>	<p>Sends Press Release: The Iraqi government would like to announce a formal partnership with the government of Kurdistan in order to address recent conflicts within the cities of Mosul, Sinjar and Kirkuk. After a meeting between Prime Minister al-Abadi of Iraq and Prime Minister Barzani of Kurdistan, the two countries have agreed to work together to create solutions to the problems that have arisen in Kurdistan. The meeting was very fruitful and many possible scenarios were discussed. Iraq looks forward to working with Kurdistan in the future, particularly in combating ISIS.</p>
<p>Request Meeting with Counterpart: The Head of the Department of Foreign Affairs of Kurdistan requests a meeting with their counterpart on the Iraqi cabinet.</p>	<p>Third Party Press Release: Reports are coming out of Duhok that a massive chlorine attack has been staged, presumably by ISIS. A busy Saturday morning marketplace was bombed, affecting 200 people and causing a health crisis.</p>
<p>Sends Communique to Germany, UK, and France: The Regional Government of Kurdistan and the Head of the Department of Foreign Relations would like to ask for the assistance of France, the United Kingdom, and Germany in regards to the attack on Kirkuk. While we are still unsure who initiated this violent attack, we are in great need of assistance, specifically with any infrastructure, resources, military intelligence, and any</p>	<p>Request Meeting with Counterpart: The Minister of Defense would like to request a meeting with the Minister of Peshmerga Affairs or similar Minister at 10:30 am.</p>

<p>political assistance that can be offered so that this matter can be taken care of quickly and peacefully. We would also request drone surveillance of the city of Kirkuk until further notice. Germany, UK, and France Response: The UK, Germany, and France are happy to provide financial aid and humanitarian assistance. At this time, they have taken the request for drone surveillance under consideration.</p>	
<p>Third Party Press Release: Reports are coming out of Duhok that a massive chlorine attack has been staged, presumably by ISIS. A busy Saturday morning marketplace was bomb, effecting 200 people, causing a health crisis.</p>	<p>Sends Press Release: The government of Iraq would like to announce a formal investigation into the origins of the planes as well as SAMS that are being used by ISIS in the autonomous region of Kurdistan. We believe that it is another Arab nation that is providing ISIS with this equipment as well as training and we are fully prepared to hold any nation or group accountable for this if we find that they are responsible. Iraq is currently working to recover the remains of destroyed ISIS fighter jets, which will enable us to determine their background.</p>

As events continued to escalate, the crisis became even more complicated. One of the ISIS-affiliated pilots suffered an incident in which he was either shot down or his plane malfunctioned, resulting in the aircraft landing in Jordan. Delegates then had to work with the Jordanian government to collect intel on the plane and to interrogate the pilot. As a result of the closing of borders, people fleeing the attacks were stuck at border crossings, resulting in humanitarian concerns. The crisis continued to produce shockwaves throughout the rest of the region and the world.