European Pirate Academy

Handbook 2

EUROPEAN PIRATE ACADEMY

The Pirate Academy Handbook

Volume 2: JCPOA — How to run

Facilitator guide for the Tier 1 scenario: negotiating the 2015 Iran nuclear deal. Internal document — never shared with participants.

The Pirate Academy was made possible by the Greens/EFA group in the European Parliament. The Pirate Academy was created by Paul Diegel and David František Wagner for MEP Markéta Gregorová. This handbook and the revised versions of all scenarios were prepared by David František Wagner.

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Disclaimer: Positions in this scenario are fictionalised for educational purposes and inspired by, but not identical to, publicly reported positions. Roles are institutional functions, never named living individuals. Real persons may appear in background context, but nobody plays them.

The Volume 2 document set.
This volume is split into practical pieces:

1. **How to run** (this document) — design, background, rules, casting, injects, debrief, templates. Internal.
2. **Run-sheet** — a one-page timeline to keep open while running the session. Internal.
3. **General factsheet** — the participant-facing briefing, with the sanctions table annexed. Posted to all participants ~1 week ahead.
4. **Role handouts** (folder, one document per role) — each sent individually; a participant sees only their own.

Confidentiality follows from the split: everything except the factsheet and a participant's own role handout works through the moment of surprise (Volume 1, Chapter 2). Publishing the internal documents where future participants can find them will break your own scenario.

Chapter 1
Running this scenario

What this is

A single-session online negotiation simulation of the talks that produced the Joint Comprehensive Plan of Action — the 2015 Iranian nuclear deal — reimagined as a negotiation between Iran and the European Union. Participants include the Iranian delegation, six EU member states in the Council, the European Commission, five political groups of the European Parliament, and the EU High Representative who chairs the talks. The United States is deliberately not played by anyone: it exists as an offstage force whose demands arrive through the facilitator (Chapter 7).

This is the **Tier 1 scenario** of the Pirate Academy sequence: simple roles, few stakeholder blocs with high internal coherence, intuitive voting, and one random external element. It is designed to be the first simulation a cohort ever plays. Everything about it — the short blocks, the forgiving mechanics, the low level of intra-team conflict — assumes participants who have never negotiated in role before. If your cohort has already played a bracketed-text or trilogue scenario, this one will feel light; that is by design, and the ordering should be preserved (Volume 1, Chapter 2).

The goal of the game is to negotiate a deal text on Iran's nuclear programme that Iran and the EU institutions can adopt under the decision rules in Chapter 4. "No agreement" is a valid outcome: the success of JCPOA was not only relatively short lived, but also quite unique.

What you need

- **People**: one facilitator minimum; two are strongly recommended (one runs the clock and the injects, one watches the breakout rooms). You should never take up a role yourself. The High Representative chair is a *participant* role in this scenario, which is what keeps the facilitator free to play the world.

- **Participants**: 17–22, with **20 as the designed cast** (four Iran, six Council, four Commission, five Parliament, one High Representative). The casting guide (Chapter 5) specifies exactly which roles to cut, merge, or add at other counts.

- **Time: 90 minutes of play** — two 45-minute game blocks with one 10-minute break between them. Add the 10-minute welcome, the short US-reveal close (5′), and the 15-minute first-step debrief, and the session runs **~130 minutes end to end** (10 + 45 + 10 + 45 + 5 + 15). This fits comfortably inside a standard ~180-minute course session with room for other content. The full debrief continues at the start of the next course session and through the written reflection homework (Chapter 8).

- **Before the session**: an asynchronous introductory briefing (posted to your platform roughly one week ahead), role-assignment emails, and team preparation channels. The one-week gap is deliberate: long enough to read and coordinate, short enough that nobody over-prepares (Volume 1, Chapter 3).

- **Platform**: any videoconference platform with breakout capability plus a shared-documents tool. The Academy ran this scenario on Discord with Google Docs: persistent delegation channels double as team-preparation spaces during the week before the scenario.

Materials checklist

Before the session you should have prepared:

1. The **general factsheet** (separate document), posted to all participants about one week ahead — the sanctions table is annexed to it.

2. Twenty **role handouts** (separate documents, one per role), sent individually — each participant sees only their own.

3. Five **team channels** (Iran, Council, Commission, Parliament, High Representative) with the right members, plus a plenary room and three named breakout rooms (*Energy & Economy, Sanctions & Rights, Security & Monitoring).*

4. A **shared drafting document** (empty except for a title), editable by all participants.

5. The **run-sheet** (separate document) and the **inject pack** with your chosen US posture (Chapter 7.3), printed or on a second screen.

6. The **communication templates** (Chapter 8), adapted with your dates and links.

Tech checklist

Run this check before the session — ideally at the end of the previous course session, with everyone present:

- Every participant can join the plenary voice room and every breakout room; movement between rooms is unrestricted.

- Every participant has renamed their profile to their **function** (e.g. "France", "Iran — Foreign Minister", "MEP — Greens/EFA") and set their institution's logo as avatar. This single habit does more for immersion than anything else you will do.

- Everyone can open and edit the shared drafting document, and it is set to track named edits.
- The facilitator has a broadcast channel that reaches all rooms at once (for time calls and injects), and a private back-channel where any participant can reach the facilitator directly.
- Cameras and microphones tested; participants know to mute in plenary when not speaking.
- The facilitator's timer is visible or announced; a backup facilitator device is logged in, in case of disconnection.

The week before: prep timeline

When	What
~7 days out	Post the general factsheet; send role-assignment emails (template, Chapter 8); open team channels
~5 days out	Confirm receipt with anyone silent; replace confirmed no-shows using the casting guide's cut/merge order
~2 days out	Post the pre-session announcement (template, Chapter 8); run the tech check if not already done
Session day	Rooms open 15 minutes early; facilitator posts the agenda; US posture card already drawn (Chapter 7.3)
After	Post-session message with homework (template, Chapter 8) within 24 hours

Chapter 2
What this scenario teaches

Learning objectives

By the end of the session and its debrief, participants should be able to:

1. **Describe how the EU builds a negotiating position** — that "the EU position" is itself the product of a hard internal negotiation between member states with different interests, mediated by institutions with different powers.

2. **Experience mandate-building and red lines** — formulating a team position under time pressure, then discovering what it costs to hold it.

3. **Practise multi-track negotiation basics** — package deals, reciprocity, working a draft text, and the discipline of getting verbal agreement into writing.

4. **Feel the weight of an absent superpower** — adjusting a deal because of an actor who is not in the room, and deciding when to accommodate and when to defy.

5. **Compare their outcome with history** — set the room's result against the real JCPOA and rationalise the differences (the final and most important step of the consequentialist model, Volume 1, Chapter 2).

Why the JCPOA

The 2015 Iran deal is close to ideal material for a first scenario. The conflict is real, dramatic, and well documented; the substantive issues (centrifuges, inspections, sanctions sequencing) are technical enough to reward preparation but intuitive enough to grasp in a week; the stakes are obvious to any participant; and the historical outcome is rich enough to support a full debrief comparison — including its later unravelling, which participants invariably bring up themselves.

It also carries the scenario's **central fictionalisation**, which you must name in the debrief: the real JCPOA was negotiated between Iran and the P5+1 (China, France, Russia, the UK, the US, plus Germany), with the EU High Representative coordinating — not between Iran and the EU as such. The simulation deliberately moves the EU institutions to centre stage and the US offstage, because the course teaches European policy-making: the pedagogically interesting machinery is the EU building and holding a common position. This trade of accuracy for teaching value is exactly the kind of model simplification participants must learn to see and describe (Volume 1, Chapter 2: the model is a teaching instrument, not a claim about the world). It is also important to understand that 2015 US policy regarding both EU and Iran was in a very different place than the later Trump presidencies.

The moment of surprise

Participants arrive expecting a negotiation between Iran and Europe. The scenario's designed surprises are:

- **The real negotiation is inside the EU.** The Council's consensus rule means the hardest bargaining usually happens between France and Italy, not between Brussels and Tehran. Most cohorts discover this mid-game and living through the experience teaches new intuitions.

- **The absent actor has a veto in practice.** US statements arriving through the facilitator force the room to weigh a deal that works inside against a world that pushes back from outside.

- **Iran is not a monolith either** — the delegation's four briefs pull in slightly different directions, gently: this is Tier 1, and intra-delegation tension is intentionally low (Volume 1, Chapter 5).

What this scenario does not do

It does not teach formal EU legislative procedure — there is no bracketed text, no QMV, no trilogue; those mechanics arrive in Tiers 2–4. It does not attempt technical fidelity on nuclear physics; the numbers in the roles are simplified but directionally honest. And it cannot convey the sheer duration of the real talks — twenty months of negotiation compressed into 90 minutes of play — which is precisely the limitation participants should articulate in the debrief.

Chapter 3
The history: facilitator background

This chapter is sourced fact (register 1 of Volume 1, Chapter 2): background you can rely on and share, with sources in Appendix C. Where the scenario departs from it, the departure is flagged. Participants get a compressed version of this background in the factsheet; this fuller version exists so that you can answer questions with confidence and run the debrief comparison honestly.

The road to Vienna

Iran's nuclear programme became an international crisis in 2002, when an exile group revealed undeclared facilities at Natanz and Arak. A decade of failed talks, escalating enrichment, and progressively harsher sanctions followed. By 2012–2013 the sanctions regime had become suffocating for Iran: an EU embargo on Iranian oil, Iran's disconnection from the SWIFT financial network, a freeze on Central Bank assets, and US secondary sanctions that forced companies worldwide to choose between the Iranian and American markets (the annex of the general factsheet summarises the landscape as of early 2015).

The election of President Hassan Rouhani in June 2013 on a platform of ending Iran's isolation opened a window. Secret US–Iran talks in Oman led to the interim Joint Plan of Action (November 2013), which froze parts of Iran's programme in exchange for modest relief and bought time for the real negotiation. The framework agreement reached at Lausanne on 2 April 2015 fixed the deal's architecture; a final marathon round in Vienna — deadlines blown repeatedly, foreign ministers camped in the Palais Coburg —

produced the Joint Comprehensive Plan of Action on **14 July 2015,** endorsed six days later by UN Security Council Resolution 2231.

The negotiating format was Iran and the **E3/EU+3** — France, Germany, and the UK (the "E3"), plus the US, Russia, and China — with the EU High Representative (Catherine Ashton, then Federica Mogherini) chairing and coordinating. The EU's role as convenor and honest broker across twelve years of talks is widely regarded as one of the strongest performances in the history of EU foreign policy.

What the real deal said

The essentials, which you will need for the debrief comparison (a compact crib table is in Appendix B):

- **Enrichment:** capped at 3.67% for 15 years; the enriched-uranium stockpile capped at 300 kg. Iran kept 5,060 first-generation IR-1 centrifuges enriching at Natanz for 10 years; excess machines went into monitored storage, and advanced-centrifuge R&D continued only within agreed limits.

- **Facilities:** the underground Fordow site converted to a research facility with no enrichment for 15 years; the Arak heavy-water reactor redesigned so it could not produce weapons-grade plutonium.

- **Verification**: continuous IAEA monitoring of declared sites and the whole fuel cycle; Iran provisionally applied the Additional Protocol. For suspected undeclared sites, a managed-access procedure capped the maximum delay at 24 days.

- **Sanctions relief:** on Implementation Day (16 January 2016, after the IAEA verified Iran's nuclear steps), the EU terminated its nuclear-related economic sanctions and the US ceased applying its nuclear-related secondary sanctions. US primary sanctions — the ones barring American companies themselves — largely remained, a nuance with large consequences.

- **Snapback:** any participant could trigger a UN Security Council process re-imposing all previous UN sanctions, deliberately designed so that no single veto could block re-imposition.

- **Arms and missiles:** the UN conventional arms embargo remained for up to 5 more years, ballistic-missile restrictions for up to 8 — one of the very last compromises struck in Vienna.

- **What was not in it:** human rights, regional behaviour, and missiles (beyond the UN restrictions above) were deliberately excluded. The deal's defenders considered this focus the reason it was achievable at all; its critics considered it the core flaw.

The aftermath belongs to the debrief too: the US withdrew from the deal in May 2018 and re-imposed sanctions; Iran, after a year of waiting, progressively abandoned the deal's limits. European attempts to preserve the agreement — including a dedicated barter mechanism to bypass US sanctions — could not offset the force of US secondary sanctions on European companies. The episode is a brutally clear lesson in what EU economic power can and cannot do.

The five contested issues

Practically everything the room will fight about falls into five buckets — the same five the real negotiators fought about. Knowing them lets you see where the game is and steer with injects rather than instructions:

1. **Enrichment capacity.** How many centrifuges, what enrichment level, what happens to advanced-centrifuge research. (Real outcome: 5,060 IR-1s, 3.67%, constrained R&D.)

2. **Verification and access.** Routine inspections are easy to agree; access to military or undeclared sites is the neuralgic point — sovereignty against confidence. (Real outcome: the 24-day managed-access mechanism — precisely the kind of face-saving procedural compromise the room can reinvent.)

3. **Sanctions relief sequencing.** Immediate relief versus phased relief tied to verified steps; and how easily sanctions snap back. (Real outcome: verified steps first, then a big-bang Implementation Day; snapback available.)

4. **The arms embargo.** Iran wants it gone; parts of the EU side and the offstage US want it kept. (Real outcome: retained up to 5 years, missiles up to 8.)

5. **Duration and sunsets.** How long limits last and what happens after. "Too short and Iran just waits it out; too long and Iran walks" — both sentences will be spoken in your session. (Real outcome: a layered 10/15/20/25-year structure.)

Human rights forms a sixth, EU-internal bucket: the real deal excluded it, but your Parliament and Sweden briefs push it onto the table — a deliberate design choice that generates the scenario's best value-versus-scope debate.

Where the scenario bends history

Keep the register boundaries explicit (Volume 1, Chapter 2). The main fictionalisations, all to be named in the debrief:

- **The format:** Iran–EU bilateral instead of E3/EU+3; Russia and China absent entirely; the US moved offstage.
- **The cast:** Italy, Sweden, and Poland at the table, though they were not E3 members — they exist to import Southern-economic, Nordic-normative, and Atlanticist perspectives into the Council.
- **The Parliament's vote:** the real EP had no veto over the JCPOA (it exercised oversight and passed resolutions). The simulation gives the EP a simple-majority endorsement vote to make democratic pressure mechanically real.
- **The compression:** twenty months become 90 minutes; positions are compressed into four-pillar mandates.

Chapter 4
Rules and mechanics

The cast

Team	Roles	Internal decision rule
Iran	Foreign Minister; Deputy Minister, Nuclear Affairs; Deputy Minister, Economic Affairs; Strategic Adviser	Foreign Minister decides alone (may consult)
Council (member states)	France, Germany, United Kingdom, Italy, Sweden, Poland	Consensus — every state must accept
European Commission	DG Trade — Sanctions; DG Trade — Economic Affairs; DG Energy — Nuclear (Euratom); DG Energy — Markets & Security	No vote; implements and drafts
European Parliament	One MEP each: EPP, S&D, Renew, Greens/EFA, ECR	Simple majority (3 of 5)
High Representative	High Representative (chair)	No vote; chairs and mediates

The UK is a member state here — the scenario is set in 2015, pre-Brexit. Note it in the briefing; someone always asks.

The decision rules

A deal is **adopted** when all of the following hold:

1. **Iran accepts.** The Foreign Minister makes the call for Iran, alone. (Historically honest: Iran's delegation answered to one negotiating authority — and, behind it, one Supreme Leader.)

2. **The Council accepts by consensus.** All six member states must say yes. One "no" means the EU has no mandate to conclude. This rule is the engine of the scenario: it hands every Council participant a veto, and therefore a key voting moment (Volume 1, Chapter 5, on keeping everybody relevant).

3. **The Parliament endorses by simple majority.** Three of five MEPs. A fictional power (Chapter 3), but it converts the MEPs from commentators into actors whose price must be paid.

4. **The Commission** does not vote — its acceptance flows through the Council — and the **High Representative** does not vote; the HR's win condition is a deal, any viable deal.

Any failure — Iran walks, one state blocks, the EP votes it down — produces a **no-deal outcome**, which ends the game just as legitimately. The United States does not vote: its stance is revealed by the facilitator at the end (Chapter 7.3) and is deliberately not part of the adoption test. Whether the room crafted a deal that survives contact with Washington is a debrief question, not a game mechanic.

The working documents

The scenario produces its output artifact — **a deal text** — through three layers of paper:

1. **Team mandates** (Block 1, private). Each team writes a short list of goals and red lines in its own channel. Never collected or graded; their function is to force teams to know what they want before they meet the other side.

2. **The Draft Framework** (the break, public). A one-page skeleton of a possible agreement, drafted by the High Representative — with the Commission players' help — from the opening statements and the first bargaining round, and posted during the break: typically four or five numbered pillars with the fault lines visible. Appendix A carries a real example from a live run.

3. **The deal text** (Block 2, public). The shared document, worked over during breakout diplomacy, narrowed in the plenary, and put to the vote. Only finalised text is voted on; an unresolved bracket or comment means the issue is not agreed. Compiling verbal agreements into one text is itself one of the skills being trained — expect it to be done badly, and let it be.

The phase structure

Two 45-minute blocks with a 10-minute break (the full timeline is in the separate run-sheet):

- **Block 1 — Mandates, Openings & First Contacts.** Team huddles produce mandates; a chaired plenary hears **30-second opening statements** per bloc; the HR names the fault lines aloud; the three thematic tracks *(Energy & Economy, Sanctions & Rights, Security & Monitoring)* open for a first bargaining round.

- **The break.** The HR and the Commission distill the Draft Framework and post it; the first US inject lands as play resumes.

- **Block 2** — Bargaining & Adoption. Tracks continue under US pressure; the HR enumerates remaining conflicts and moderates the endgame; the vote; 30–60-second closing statements in role.

The random element: the US posture

The scenario's single random element (Volume 1, Chapter 2: Tier 1 has exactly one). Before the session, the facilitator draws one of three **US posture cards** — *Constructive, Skeptical, or Hostile* — and keeps it secret. The posture determines the text and severity of the scripted US injects across the session. Full texts, timings, and firing conditions are in Chapter 7.3.

The point of randomising is facilitator honesty: because you did not choose the weather, you cannot be suspected of steering toward an outcome and neither can you actually do it, which protects the consequentialist model (Volume 1, Chapter 5: the facilitator never wants an outcome). If a specific cohort needs a specific challenge — a harmonious group needs *Hostile*, an anxious group needs *Constructive* — you may choose instead of drawing; that is a legitimate pedagogical override. Decide before the session either way, and never mid-game.

What counts as an outcome

Every terminal state is playable and debriefable:

- **A deal adopted by all tracks** — compare its content with the real JCPOA.
- **A deal blocked by one actor** — the debrief pivots to that actor's incentives and whether the room could have paid their price.
- **No text worth voting on** — deadlock; debrief the stalemate honestly (Volume 1, Chapter 5: sit with it).
- **A deal adopted that the US then rejects** (revealed post-vote) — often the richest debrief of all: the room won the negotiation and still might have an unsustainable situation (see fallout of US reintroducing sanctions).

Chapter 5
Casting guide

Casting is a pedagogical act, not an administrative one (Volume 1, Chapter 5). This chapter rates every role, gives the cut/merge/add order for cast sizes 17–22, and flags the friction and comeback structure.

Role ratings

Speaking demand is plenary exposure; drafting demand is written work under time pressure. A quiet participant is well served by a low-speaking/high-drafting role — that is a path to real influence, not a consolation prize.

Role	Speaking	Drafting	Casting notes
High Representative	Very high	High	The most demanding role in the scenario: chairs every plenary, writes the Draft Framework, owns the clock discipline. Cast a confident, organised participant who listens — a dominant speaker who cannot summarise others will sink the session. This is the premier stretch role.

Role	Speaking	Drafting	Casting notes
Iran — Foreign Minister	High	Medium	Lead negotiator and sole decision-maker; needs presence and the nerve to walk away. Second most demanding role.
Iran — Nuclear Deputy	Medium	Medium	Rewards preparation; a technically minded participant shines here.
Iran — Economy Deputy	Medium	Medium	Carries the delegation's private tension (see reveal, Chapter 7.5); needs someone who can play two layers without telegraphing.
Iran — Strategic Adviser	Medium	Low	The delegation's sceptic; suits a participant who enjoys probing questions. Watch that it does not slide into pure obstruction.
High Council — France	High	Medium	The EU's hard edge; the room's most consequential veto. Cast someone comfortable being unpopular.
Council — Germany	Medium–high	Medium	The consensus engineer; suits a natural mediator.
Council — United Kingdom	Medium	Low	Bridge role with a confidential long-term angle; suits a subtle player.

Role	Speaking	Drafting	Casting notes
Council — Italy	Medium	Low	The economic dove; a warm persuader does well.
Council — Sweden	Medium	Low	The values voice; natural ally of the Greens MEP. Boxed-out risk (below).
Council — Poland	Medium	Low	The Atlanticist; comes alive when US injects land. Boxed-out risk early, comeback built in.
Commission — DG Trade, Sanctions	Low	Very high	The room's chief legal drafter; ideal for a quieter participant who writes well. Their text usually ends up being the deal.
Commission — DG Trade, Economy	Low	High	Support drafter and economic storyteller.
Commission — DG Energy, Nuclear	Low	High	Technical problem-solver; second-best home for a well-prepared quiet participant.
Commission — DG Energy, Markets	Low	Medium	Big-picture support; first role to merge at smaller counts.
MEP — EPP	Medium	Low	The majority-maker; suits a balancer.
MEP — S&D	Medium	Low	Bridge-builder on the EP bench.

Role	Speaking	Drafting	Casting notes
MEP — Renew	Low–medium	Low	The lightest role in the cast; good first simulation for a hesitant participant, or cut it.
MEP — Greens/ EFA	Medium	Low	Principled pressure; needs conviction without hectoring.
MEP — ECR	Medium	Low	The licensed antagonist; cast someone robust who won't take pushback personally, and who won't chase laughs (Volume 1, Chapter 5, on comedy collapse).

Cast sizes 17–22

The designed cast is 20. Adjust in this order — each step is independent and reversible at a week's notice, which is what makes late drop-outs and additions routine rather than a crisis (Volume 1, Chapter 4):

- **19:** merge the two DG Energy officials into one "DG Energy" role (hand both briefs to one participant; they are complementary, not conflicting).
- **18:** additionally merge the two DG Trade officials into one "DG Trade" role. The Commission now has two members and loses none of its function.
- **17:** additionally cut the Renew MEP. The Parliament drops to four and the majority becomes 3 of 4 — announce this in the briefing. Do not go below four MEPs: with three, one defection decides everything and the EP bench stops being a debate.

- **21:** add the optional **MEP — The Left (GUE/NGL)** role (in the handouts folder): anti-sanctions, pro-deal, loudly critical of Western double standards — pressure on the EU from the opposite side to the ECR, which keeps the enlarged EP bench balanced (majority 4 of 6; announce that a 3–3 tie fails).

- **22:** additionally add the optional **Council — Spain** role (in the handouts folder): a second Southern economic voice, which usefully deprives Italy of the monopoly on the dove position and makes France's job harder

- **Below 17**, run a different scenario or accept visible thinning: cut Poland (its Atlanticism partially duplicates the UK's) before touching anything else. **Above 22**, do not enlarge further — split the cohort and run two parallel games (Volume 1, Chapter 3); the scenario parallelises cleanly.

No-shows on the day: any Commission role can be absorbed by its DG partner; a missing MEP shrinks the majority (announce the new threshold); a missing Council state is simply "absent from the table" and its veto lapses; a missing Iran deputy's brief folds into the Foreign Minister's team. Only two roles cannot be absorbed: the High Representative and the Iranian Foreign Minister. Cast reliable participants there, and know who your emergency replacement would be — promote from the Commission (for the HR: the DG Trade Sanctions officer, who knows the text best) rather than from a voting role, so no vote changes hands on the fly.

Friction, boxed-out risks, and comeback moments

Cast friction consciously (Volume 1, Chapter 5). The load-bearing oppositions: France–Italy (the Council's real negotiation), France–Iran FM (the public duel), ECR–Greens (the EP's axis), Strategic Adviser–everyone (licensed scepticism). Do not put your two most conflict-averse participants on France and the Iranian Foreign Minister; the scenario needs both to be able to say no and mean it.

Boxed-out risks. Three seats can drift to the margin: Sweden (a values agenda the big states wave through politely), Poland (little economic stake, waiting for its issue), and the quieter MEPs. All three have designed comebacks: the Council consensus rule arms Sweden and Poland with a veto that becomes live at the vote; the US injects (Chapter 7.3) are Poland's and the ECR's cue to move to centre stage; and the EP majority vote forces the deal-makers to come courting the MEP bench in Block 2. If a boxed-out participant is visibly checked out before their moment arrives, route a task through the game (Volume 1, Chapter 5): the HR can ask Sweden to draft the human-rights paragraph, or a capital can instruct Poland to demand a written snapback guarantee.

Rotation note. The Commission bench and the quieter MEP seats are this scenario's low-exposure roles. Track who plays them: the same student should not sit in low-exposure roles again in the Tier 2 scenario (Volume 1, Chapter 5, on not repeatedly casting the same student into boxed-out-prone roles).

Chapter 6
The handout set: who gets what

Distribution map for the participant-facing documents (all in the Volume 2 folder):

Document	Goes to	When
General factsheet (incl. sanctions-table annex)	Everyone	~7 days out, posted publicly
Role handout — one per role	Only the assigned participant (via the role email, Chapter 8)	~7 days out, individually

Each role handout contains the team overview (shared by that team's members) plus the individual brief. **Confidential angles inside briefs are marked in the text:** they are for the player (or, where marked team-confidential, the team), not the room. Council and Parliament members are separate actors: never circulate one member's handout to the others (Sweden must not read the UK's brief). The optional roles (MEP: The Left; Council: Spain) have handouts in the same folder, used only at cast sizes 21–22.

Chapter 7
Facilitator guide

This chapter applies the craft principles of Volume 1, Chapter 5, with this scenario's concrete numbers, texts, and timings.

7.1 Before the session

Casting done per Chapter 5; factsheet posted and role emails sent ~7 days out; team channels open. During the preparation week, watch the team channels lightly: you are checking that every team is *alive*.

Draw the US posture card now (Section 7.3): roll a die (1–2 Constructive, 3–4 Skeptical, 5–6 Hostile) or choose deliberately if the cohort needs a particular setting. Write it down; prepare that posture's inject texts in a document you can paste from. Do not reveal the posture — not even the fact that postures exist. Participants only know "the US may react".

Prepare the shared drafting document (empty, titled, edit rights for all). Ask the participant playing the High Representative to arrive 15 minutes early: walk them through the session flow and confirm they understand the chair's toolkit (speaking order, caucus calls, the Draft Framework duty including that they will spend the break drafting it with the Commission). Do not coach them on outcomes, only on process. The five minutes you invest here will make everyone´s lives easier.

7.2 The timeline

The minute-by-minute timeline lives in the separate **run-sheet** document, keep it open while running.

The shape:

10′ welcome and etiquette →

Block 1 (45′): mandates, 30-second opening statements, fault lines, first bargaining → break (10′): Draft Framework posted, US-1 fires →

Block 2 (45′): main bargaining with US-2, endgame plenary, the vote, closing statements → US-3 reveal (5′) → first-step debrief (15′).

In the endgame plenary, the HR **triages**: picks the two decisive conflicts for focused resolution; everything else stays bracketed, and bracketed means not agreed — a legitimate, debriefable outcome, not a failure. Load-bearing and never cut: the etiquette briefing, Block 2 as a whole, the vote, the US reveal, and debrief steps 1–2. If you lose the clock, compress Block 2's track time to 12 minutes and drop to one closing statement per side before touching anything else.

7.3 The US posture system and inject pack

The scenario's one random element. Three postures; each defines the text of three scripted injects: **US-1** (fixed, end of the break), **US-2** (fixed-window, **~1:15 on the session clock, no later than 1:18** — once Block 2's bargaining is genuinely moving), US-3 (fixed, after the vote — outcome-dependent variant). All injects are delivered as written news flashes posted to the announcements channel. You can read them aloud, however that takes away a considerable amount of time from the negotiation. Historical grounding for each element is noted in italics; the texts themselves are fictionalised in register 2 (Volume 1, Chapter 2).

Posture A — Constructive. *Grounded in the Obama administration's actual 2015 posture: invested in a deal, constrained by a hostile Congress (the Iran Nuclear Agreement Review Act, May 2015).*

- **US-1:** "US NEWS — Washington. The White House welcomes the Iran–EU talks: 'A strong, verifiable agreement is in everyone's interest. We are watching with cautious optimism.' Senior senators warn, however, that Congress will scrutinise any deal 'line by line'."

- **US-2:** "US NEWS — Washington. A senior administration official, speaking privately to European counterparts: the US can support the emerging deal **only if** restrictions run at least ten years and the IAEA can reach suspect sites. 'Give us those two things and we can hold Congress. Without them, no relief we promise will survive the Hill.'"

- **US-3 (deal adopted):** "US NEWS — Washington. The President calls the agreement 'a victory for diplomacy'. Congressional opponents announce a review under the Iran Nuclear Agreement Review Act; the fight in Washington now begins." (*If the deal ignored US-2's demands, append: 'Officials privately warn the deal as written may not survive that review.')*

- **US-3 (no deal):** "US NEWS — Washington. The White House expresses 'deep disappointment' at the collapse of the talks and urges parties back to the table. Hawkish voices celebrate: 'No deal is better than a bad deal.'"

Posture B — Skeptical. *Grounded in congressional and allied pressure on the real talks: the address of Israel's Prime Minister to the US Congress (March 2015), the Corker–Cardin review act, public disputes over inspections and sunsets.*

- **US-1:** "US NEWS — Washington. The administration reacts coolly to the Iran–EU initiative: 'We support diplomacy, but Europe should not mistake Iranian charm for Iranian concessions.' Congress schedules hearings on 'European freelancing' in Middle East policy."

- **US-2:** "US NEWS — Washington. The US issues a formal démarche to EU capitals: any agreement must include **no enrichment above civilian levels, inspections of suspect military sites, and the arms embargo untouched for its full term.** Officials hint that European banks facilitating premature Iranian transactions 'may face consequences under US law'." *(The secondary-sanctions threat is the sting: it targets the EU's relief promises directly.)*

- **US-3 (deal adopted):** "US NEWS — Washington. The administration 'notes' the agreement and will 'review its compatibility with American law'. Translation, per one diplomat: US secondary sanctions stay until Washington is satisfied — European companies must choose their risk." *(If the deal met US-2's demands, soften: 'Early signals suggest the review will be favourable.')*

- **US-3 (no deal):** "US NEWS — Washington. 'We warned that this format could not deliver,' a State Department spokesperson says. Washington announces it will pursue its own track with 'all options on the table'."

Posture C — Hostile. *Grounded in the rejectionist position that later prevailed: the 2018 US withdrawal, maximum-pressure sanctions, and the twelve-demand posture toward Iran.*

- **US-1:** "US NEWS — Washington. The President, on social media, this morning: 'Europe is negotiating a TERRIBLE deal with a regime that chants death to America. Any agreement made without us is worthless. We will never accept it!'"

- **US-2:** "US NEWS — Washington. The US announces that **secondary sanctions will be enforced without exception:** any bank or company, anywhere, that finances trade with Iran loses access to the US market. A Treasury official: 'Europe can sign whatever it likes. Its companies will choose New York over Tehran.'" *(This inject asks the room the scenario's hardest question: what is an EU promise worth if Washington vetoes it economically? The Commission players have the tools to attempt an answer — blocking statutes, euro-denominated channels; let them try.)*

- **US-3 (deal adopted):** "US NEWS — Washington. The US declares it 'will not be bound by this agreement in any form' and imposes new sanctions effective immediately. The deal's fate now rests on whether Europe and Iran can keep it alive alone." *(This is, of course, a preview of 2018 — say so in the debrief, not before.)*

- **US-3 (no deal):** "US NEWS — Washington. The White House claims vindication: 'Even Europe could not paper over this regime's true nature.' Analysts note US pressure made the European relief promises impossible to bank on."

Warning: you still need to react to the actual text. Even Hostile US administration would sign under a very thorough deal limiting Iranian power, even Skeptical US can decide to go both ways based on what is in the deal.

If you are not sure about the cohort yet, **always go Constructive.**

Utility injects — posture-independent tools, fired conditionally at your judgment (Volume 1, Chapter 5: the call is when, not what). At most two per run; a good inject provokes a reaction, not an earthquake. With only 90 minutes of play, fire them early or not at all — a utility inject after the endgame plenary has begun only steals time from the vote:

- **Deadlock breaker — the leak** *(if the first bargaining round stalls hard; grounded in the role of press leaks throughout the real talks):* "NEWS — Vienna. A leaked internal memo suggests both delegations have more flexibility than their public positions admit: Iran's economic team privately models a deal at fewer centrifuges; a European paper concedes managed access could replace 'anytime, anywhere'. Both sides deny everything. Markets rally on hope of a deal."

- **Premature-consensus breaker — the hardline speech** *(if the room agrees on everything before the break; grounded in the Supreme Leader's June 2015 red-lines speech):* "NEWS — Tehran. In a major speech, the Supreme Leader sets conditions: sanctions lifted **immediately upon signature**, no inspections of military sites, no freeze on research. Hardline newspapers print the speech under the headline 'No Retreat'. — *(privately, to the Iran team channel:)* Your capital has just raised the price. Reflect it, or explain yourselves."

- **Reality check — the IAEA report** *(if the technical debate drifts into fantasy; grounded in the IAEA's investigation of the 'possible military dimensions' file):* "NEWS — Vienna. The IAEA reports it cannot yet close its file on the 'possible military dimensions' of Iran's past programme, and repeats that verification of any agreement requires access it does not currently have."

- **The clock — oil prices** *(if Iran overplays its hand in Block 2; grounded in the 2014–15 oil price collapse):* "NEWS — Markets. Crude falls again. Analysts: with prices at multi-year lows, Iran's fiscal position 'deteriorates by the month' — time is not on Tehran's side."

7.4 Running notes by block

Block 1.

The mandate huddle is where quiet teams die; visit each room once, and if a team is drafting a shopping list with no red lines, give them one simple prompt ("What happens if you don't get this?") and leave. Hold the **30-second rule** ruthlessly in the opening plenary — it is the etiquette briefing made real, and the room learns from the first enforcement; thirty seconds is enough for exactly one priority and one red line, which is the point. When the tracks open for first bargaining, expect chaotic minutes; that is the design working. The HR does not need a finished framework in-block: naming three or four fault lines aloud is enough, the written framework comes at the break.

The break.

Not a rest for you, the HR, or the Commission players: the Draft Framework gets written and posted now. Keep it to one page and let it be imperfect — it needs to exist and to name fault lines, nothing more. Fire US-1 as people return, not while they are away: an inject nobody sees fires twice as badly.

Block 2.

The main bargaining phase is the scenario's deep water: fractured, noisy. Resist the urge to referee it.

Watch for the three boxed-out risks (Chapter 5) and for delegations that never leave their own room. If the *Sanctions & Rights* track becomes a Sweden–Greens seminar with no Iranians present, have the HR (or a nudge to the HR) invite Iran's Economy Deputy there: the deal's real trade lives in that room. Give participants space in breakouts (Volume 1, Chapter 5: they behave differently when observed); rotate your presence. Fire US-2 once bargaining has genuinely resumed, not before (~1:15, no later than 1:18).

In the endgame plenary, the HR's first job is **triage: brackets where directional deal is possible, negotiate about the core issues for the room, try to get to a version of at least a memo people can sign.**

Voting on a partial text is a legitimate, debriefable outcome, not a failure. Expect the classic pathologies: the room re-opening settled text and consensus-by-exhaustion (fine — that too is realistic; note it for the debrief). The vote must be formal and slightly ceremonial: one by one, in role, on the record. It is the scenario's designed key moment for nearly every participant; do not let it be mumbled.

Failure modes,
mapped from Volume 1, Chapter 5: deadlock → first do nothing, then the leak inject, then the chair's procedural powers; premature consensus → the hardline-speech inject, or surplus time goes to a harder debrief ("what did you trade away to get along?"); comedy collapse → in-game consequences (the chair notes a delegation's frivolity is being reported to its capital) before any off-game word; rules-lawyering → rule zero, note the exploit, fix the scenario afterwards; a checked-out participant → route a task through the game (a bilateral request, a press statement, an instruction from their capital — the templates in the injects above adapt in seconds).

7.5 Debrief kit

The four-step structure of Volume 1, Chapter 5, applied. Steps 1–2 happen in the session's last fifteen minutes; steps 3–4 open the next course session, and the written reflection (Chapter 8) carries the rest.

1. **Decompression.** One round: how do you feel, what just happened. Tier 1 emotion is usually mild; cover it quickly anyway and take the clear step out of the fiction. Do not fish for deep emotions and definitely do not try to get some feedback “was it good?” from them, basic questions about “how tired are you” are instructive and quite enough.

2. **Shared reality (never skip).** Ask the participants: what the room's outcome is, what it would mean in the world, and where the model bent reality.

You can easily name the fictionalisations from Chapter 3 (bilateral format, absent Russia/China/US, the EP's invented veto, twenty months in 90 minutes). Also, it is fine here to comment on the participants reading of the text: they might think they produced a complex and beautiful compromise while you see the problems. Do not attack them, but inform them that we will try to understand the text better during more reflection and homework.

3. **The reveal.** This scenario carries light hidden information: it might be quite enough to just inform the players about the US posturing, some of them might be interested in actual goals of other roles. That sort of discussion is better among players.

4. **Institutional lessons.** Prepared questions — pick 4–6, and the best outcome is participants taking over after the second one:

   - Where was the hardest negotiation today — between the EU and Iran, or inside the EU? Why does the consensus rule produce that effect, and where does the real EU behave this way?
   - What did the Council's unanimity requirement do to the EU's negotiating power — strength (credible constraint) or weakness (lowest common denominator)? When is each true?
   - The real European Parliament had no veto over the JCPOA. What did giving it one change in the room? What does that tell you about what formal powers do to an institution's behaviour?
   - How did you handle the Americans? Accommodate, defy, or hedge — and what would your deal be worth under each of the three US postures?
   - Compare your text with the real deal (Appendix B): where were you softer, harder, more creative? The real negotiators invented the 24-day managed-access mechanism — did you invent anything like it?

- Human rights: the real deal excluded them by design; your room had to fight about it. Was including the fight worth it? What is the honest case for each answer?
- Who in the room never got what they needed — and did anyone notice at the time?
- *(If the deal was adopted:)* The real JCPOA was implemented in January 2016 and abandoned by the US in May 2018. Would your deal have survived 2018 better or worse? Why?

Chapter 8
Communication templates

Adapt dates, links, and names. You might decide to change the text or the homework itself, this is just to provide you with simple framework to work with.

8.1 Role-assignment email

Subject: Your role for the next scenario

Dear [name],

here is your role for next week's simulation: [role], part of the [team] team. The attached handout summarises your function's concerns, goals, and position in the team — some parts are confidential to you or your team, so please don't share it with other participants.

[LINK — role handout]

Alongside your handout, make sure you've read the general factsheet posted in [channel]. We advise some basic coordination with the rest of your team before the session — you have a private team channel on Discord for exactly that. Please don't discuss the scenario with participants outside your team.

Two small tasks before the session: rename your Discord profile to your function and set your institution's logo as your avatar (instructions in [channel]).

Best regards [facilitator]

8.2 Pre-session announcement

@everyone — [Scenario] is on [date, time].

Rooms open 15 minutes early; please arrive with audio tested, profile renamed, and your team's mandate thoughts ready. The running order: two 45-minute blocks with a 10-minute break, then a short close and debrief — a bit over two hours in total. Re-read the general factsheet (etiquette section especially — we start by reading it aloud) and your role handout. Reminder: the shared drafting document will be the single authoritative text; if you agree something verbally, it doesn't exist until it's written there.

See you at the table.

8.3 Post-session message and homework

@everyone — thank you for today's negotiation. Whatever your bloc got — or didn't — the outcome is now material we'll work with. The full debrief opens our next session on [date]; bring your grievances in role and your insights out of it.

Homework (due [date], max 2 pages total):

1. Compare the simulation result with the real-world result of the JCPOA negotiations. Who would benefit, who would lose? (½–1 page)

2. What could **you** have done differently to achieve a better result for your institution? *(a few sentences)*

3. Take our scenario's outcome as the real-world result. How would European and Middle East politics and economics evolve differently? Provide a simple analysis. (½–1 page)

A note on question 2: it is consistently the most valuable one. Honest answers beat impressive ones.

AI policy as usual: assistance for editing and research is fine with a one-line disclosure; the assignment asks what you would have done in your role — no model can answer that for you.

Appendices

Appendix A
Example output: a Draft Framework from a live run

Facilitator reference only. This is a lightly edited framework document produced by participants during a real run of this scenario, shown so you know what a possible output looks like. Note what participants did instinctively: pillar structure, trade-offs across pillars, a procedural compromise on inspections (one-month evidence window —> their reinvention of managed access), and a human-rights pillar the real deal never had. Do not show this to participants before the session.

Also notice that this framework is technically very simple and does not have lots of formalities. That is fine for the exercise.

Draft Framework for Negotiation of the Joint Comprehensive Plan of Action

1. **Nuclear commitments** — Iran maintains enrichment strictly within civilian-use thresholds (up to 4%), with a limit of 5,000 centrifuges. The EU supplies 20%-enriched uranium for medicine and research.

2. **Verification & monitoring** — Full IAEA supervision with guaranteed access and long-term transparency; restrictions of 20–25 years with a 5-year review. Inspections of undeclared sites only by the IAEA, based on credible information, with Iran given one month to provide evidence before access proceeds.

3. **Sanctions relief** — The EU commits to lifting sanctions in an immediate and verifiable manner, retaining a snapback mechanism for non-compliance; gradual lifting of the arms embargo, compliance-based, four years after signature.

4. **Economic partnership** — Energy and trade cooperation, including European investment in Iran's resource sector, tied to sustainable practices and fair labour standards.

5. **Human rights and regional stability** — Iran commits to the United Nations approach to human rights.

Appendix B — The historical outcome: debrief sheet

The real JCPOA's key parameters, for the debrief comparison.

Issue	Real JCPOA outcome (2015)
Format	Iran and the E3/EU+3 (France, Germany, UK + US, Russia, China), EU High Representative coordinating; agreed 14 July 2015, Vienna; endorsed by UNSCR 2231
Enrichment	Capped at 3.67% for 15 years; stockpile capped at 300 kg
Centrifuges	5,060 IR-1s enriching at Natanz for 10 years; excess machines in monitored storage; advanced-centrifuge R&D constrained by schedule
Facilities	Fordow: no enrichment for 15 years (research only); Arak: redesigned against weapons-grade plutonium
Verification	Continuous IAEA monitoring; Additional Protocol applied provisionally; managed access to suspect sites with a maximum 24-day process

Issue	Real JCPOA outcome (2015)
Sanctions relief	After IAEA verification of Iran's steps: Implementation Day, 16 January 2016 — EU lifted nuclear-related economic sanctions; US ceased applying nuclear-related **secondary** sanctions (primary sanctions largely stayed)
Snapback	UN mechanism allowing any participant to restore all previous UN sanctions; designed to be veto-proof
Arms & missiles	UN arms embargo retained up to 5 years; missile restrictions up to 8 years
Human rights	Not included — deliberately out of scope
Duration	Layered sunsets: 10 / 15 / 20 / 25 years by provision
Aftermath	US withdrawal, 8 May 2018; re-imposed and expanded US sanctions; Iran progressively exceeded the deal's limits from 2019; EU preservation attempts (including a barter mechanism for trade) largely defeated by US secondary sanctions

Appendix C — Sources and further reading

Background sources for Chapter 3 and the injects (register 1; consult before answering participant questions with confidence):

- Joint Comprehensive Plan of Action, 14 July 2015, and UN Security Council Resolution 2231 (2015) — the primary texts, publicly available with all annexes.
- EU Council Decision (CFSP) 2015/1863 and Council Regulation (EU) 2015/1861 — the EU's legal implementation of sanctions relief (the instruments your Commission players are gesturing at).
- IAEA reports on verification and monitoring in Iran under UNSCR 2231 — the ongoing record of implementation.
- Edward Fishman, *Chokepoints: American Power in the Age of Economic Warfare* — recommended to participants; its JCPOA chapter doubles as facilitator preparation, particularly on secondary sanctions.
- EPRS briefings on the JCPOA and EU–Iran relations — accessible overviews of the deal's mechanics and the EU's role, suitable for pre-course reading.
- Wendy Sherman, *Not for the Faint of Heart* — the lead US negotiator's account; useful colour on the endgame in Vienna.

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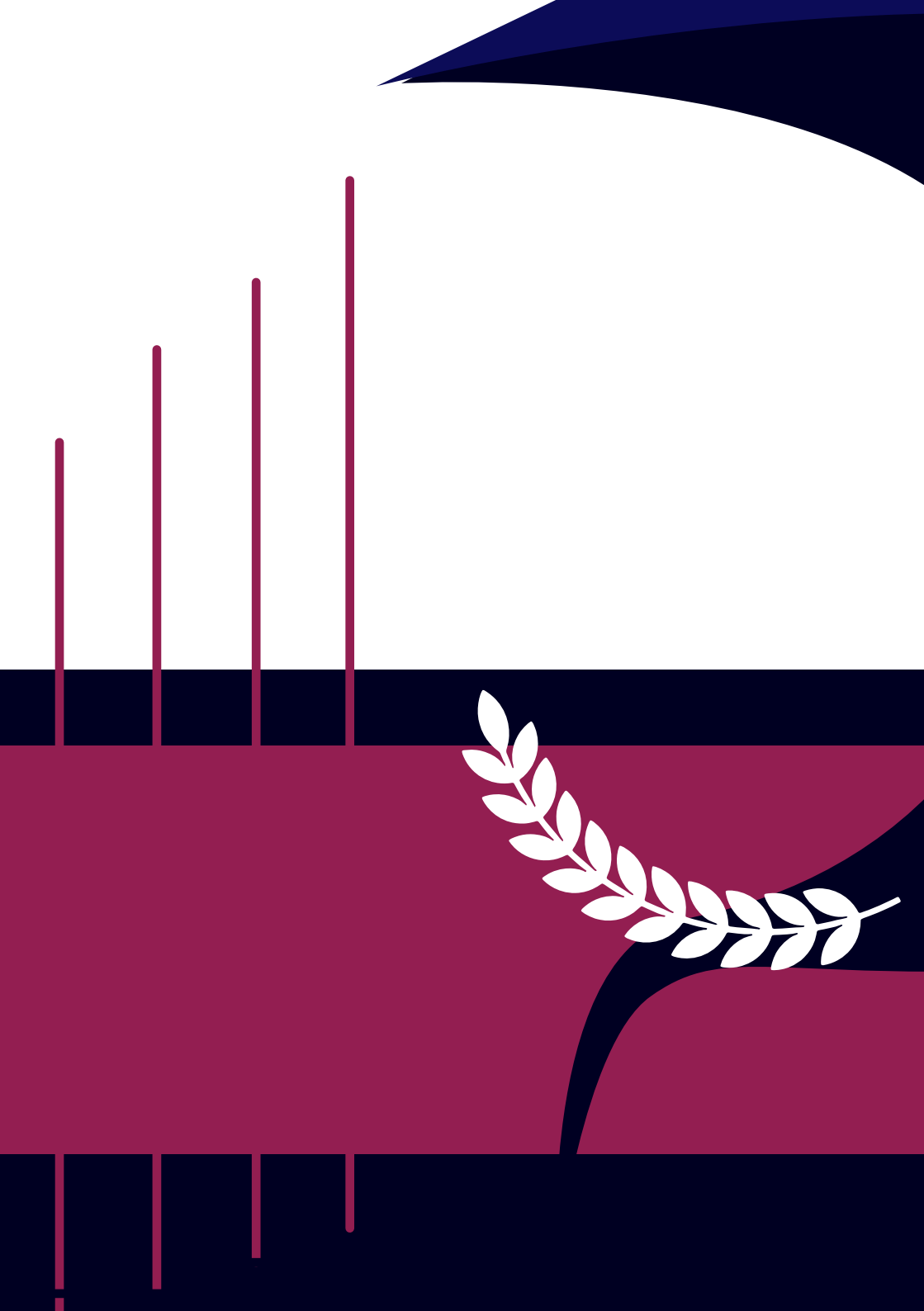
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