

THE

1995 Norwegian Rocket Incident

A nuclear crisis simulation

Instructions for the Lead Instructor

Instructions for the simulation

NB: The times listed are indicative of how long each step should take. In this overview, the simulation is scheduled to last 3 hours and 30 minutes. It is advised to spend a minimum of 2 hours.

The recommended time allocation is: 15 minute introduction, 1 hour for Stage 1, 45 minutes for Stage 2, 1 hour for Stage 3, and 30 minutes for the conclusion/hotwash.

Preparations

Prior to the simulation, the participants are divided into the delegations: Norway, Russia, NATO, and a press delegation. The NATO delegation consists of missions from the United States, France, Germany, the United Kingdom, and Norway. Participants can also be part of the NATO staff. The participants are given specific roles within their delegations. See the document titled Roles and participation for which roles to include based on your group size. When the simulation is conducted at the University of Oslo, the Heads of State are played by professors or university staff.

The participants are given a Participant Handbook to be read as homework in a pre-simulation meeting and are expected to come prepared for the simulation. There are separate Handbooks for the Heads of State. These include country-specific briefings which should not be shared with other delegations. Prior to the simulation the Heads of State should brief their delegation, establishing the tone for the simulation as directed in their handbook. Participants should be familiar with the simulation background and details prior to the introduction of the simulation, and should ask all logistics questions prior to the day of the simulation. A pre-meeting before the day of the simulation is recommended to introduce the simulation and familiarize participants with their roles and objectives.

All the handbooks include a bibliography which includes recommended literature elaborating on the Andøya incident. The listed archival sources are available upon request. Encourage the participants to read at least some of these articles in order to have a better understanding of the situation before the simulation.

In preparation for the simulation, the participants should communicate with their delegation and Head of State via online platforms such as email or Slack. The instructor should set up a Slack channel prior to the day of the simulation using the handles and descriptions provided in the Roles and Participants Excel document.

Day of simulation preparation

- In order to easily distinguish the different delegations, print out the country cards document. There is one flag to be printed on name tags, which the participants should wear at all times to highlight their role, and one larger flag to be printed to identify delegation meeting points.
- Print attendance sheets, or the designated Roles and Participants sheet.
- Participants should bring their computers to the simulation.
- The Simulation PowerPoint should be used to guide the simulation, taking you through it step by step.

Additional logistics

Rooms: The simulation requires one large room for plenary meetings and space for delegation break-out discussions. Participants will convene in the large room

for the simulation introduction, multilateral meetings in Stage 3, and the conclusion. Additionally, each delegation should have their own breakout space for confidential policy discussions. Participants are allowed to leave their delegation rooms to meet with other delegations, but should re-group regularly to update the Head of State. Additional negotiation locations should be established by participants.

Policy Memo: The Policy Memo Template should be distributed to participants at the very start of the simulation. Participants will complete a first draft of the Policy Memo Template in Stage 1, and will make necessary edits throughout Stage 2. Policy

memo discussions should be treated as confidential and occur in the delegations' break out spaces.

During the simulation

The simulation begins by the delegations sitting together, spread out in one room. They all then receive an online notification (tasker) stating that the Russian Early Warning System has detected the Norwegian missile. This first tasker is located in the Simulation PowerPoint.

The following tasks can be found in the Taskers document.

Stage 1: Delegations react to reports of a Norwegian rocket incident

Length: 1 hour **Theme and key objectives:** Information problems and establishing facts

STEP 1

Timing:

*Start of simulation
and Stage 1*

At the start of Stage 1, distribute the Step 1 Tasker to the Russian delegation and the Russian Head of State. The tasker informs the Russian team that the Early Warning System has detected a rocket which could possibly be a nuclear missile, and whose trajectory might reach Russian air space. Inform Yeltsin and his delegation that they must decide how to react to the information.

STEP 2

Timing:

*15 minutes
into Stage 1*

Fifteen minutes later, distribute the Step 2 Tasker to the Press delegation (Interfax), and ask them to publicly announce the breaking news. The news claims that Russian missiles have shot down the Norwegian rocket. Ask all the delegations to formulate a policy memo document on how to respond to the situation. This document must be approved by the delegations' Head of State by the end of Stage 1

STEP 3

Timing:

*20 minutes
into Stage 1*

Five minutes later, distribute the Step 3 Tasker to Interfax. The tasker asks the Press team (Interfax) to distribute a news report to all delegations and withdraw the previous statement which said that the missile had been shot down. The Tasker also asks the Press team to report on the ongoing processes within each of the teams as well as within NATO.

STEP 4

Timing:

*approx. 40 minutes
into Stage 1*

Near the end of Stage 1, distribute the Step 4 Tasker to the Norwegian and Russian delegations. This document provides the two teams with information about Andøya's (Norway's) notifications prior to launching the missile.

STEP 5

Timing:

*50 minutes
into Stage 1*

Near the end of Stage 1, distribute the Step 5 Tasker to the NATO delegations. This document provides the delegations with further information about their positions.

Stage 2: Delegations seek to address the incident

Length: 45 minutes **Theme and key objectives:** Negotiation mechanisms and alliance management

STEP 6

Timing:

Start of Stage 2

At the beginning of Stage 2, distribute the Step 6 Tasker to the Press delegation, asking Interfax to announce that Boris Yeltsin, President of the Russian Federation, will hold a press conference.

STEP 7

Timing:

*approx. 15 minutes
into Stage 2*

At the time of the scheduled press conference, distribute the Step 7 Tasker to the Russian Head of State (Yeltsin). This document is the text to Yeltsin's press conference, which will be presented to everyone by the person playing the Russian Head of State.

STEP 8

Timing:

*approx. 20 minutes
into Stage 2*

At the time of the scheduled press conference, distribute the Step 8 Tasker to all delegations. The tasker invites the Norwegian and Russian delegations to a bilateral meeting at which they will be asked to present their national positions. The meeting is led by participant ambassadors. All NATO delegations are asked to have a meeting to finalize their policy memo statement. Following this, all NATO delegations must come to the multilateral plenary session with a national position approved by their Heads of State, though it is likely only Norway will publicly present their policy. Each delegation's NATO ambassador will lead the discussion at the multilateral meeting.

Stage 3: Delegations pursue risk reduction measures

Length: 1 hour **Theme and key objectives:** Risk reduction

NB: Stage 3 does not have any specific tasks as outlined in the Taskers document.

During this Stage, participants will present their delegations final position. Norway and Russia will agree to nuclear risk reduction talks to avoid future incidents. Following the participants' presentations, the lead instructor should conclude the simulation with a brief summary of historical risk reduction events post-incident: Norway proposed bilateral talks with Russia to improve the notification procedures for the sake of avoiding repetition in the future, to which the Russians responded positively. Similar protocols for notification and disclosure were reviewed and reformed in both the United States and Russia following the Norwegian rocket incident.

Conclusion

A "debrief" session with the participants is recommended after the simulation. The conclusion should take no more than 30 minutes. The purpose of this simulation is to give participants insight into the crisis management of a security dilemma and to give an example of an incident which could have escalated, and the overall importance of nuclear risk reduction. It also aims to showcase the various considerations affecting actors in nuclear diplomacy. The discussion points listed below emphasize these takeaways from the exercise. This "hotwash" can be done as an in-person discussion or as a written assignment, either individually or collectively within their delegations. Participants could also submit a pass/fail written reflection following the simulation.

Discussion points for "hotwash" session after the simulation

- What were your delegation's main considerations when writing your initial policy memo?
- Did your delegation's policy memo change throughout the stages? Why/ why not?
- Which contextual factors might have influenced the initial Russian response?
- What considerations did Norway have to take into account when reacting to Russia's initial response to the incident?
- In this situation, do you think a hard or soft response from Norway and NATO would be useful? What are the pros and cons for each approach?
- In which ways does the simulation give insight into the functioning of nuclear diplomacy?
- What is the role of the press in such a security crisis? Can the press contribute to escalating a security situation?
- How do you think Russia would have reacted to a similar incident in today's political climate?