



FCC: Panem Congress

LAKESIDE MODEL UNITED NATIONS | 2026

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INTRODUCTORY LETTER



Welcome, Welcome! Delegates, we welcome you.

My name is Matthew Kim, and I am honored to serve as one of your Co-Directors this year at LakeMUN 2026! I am joined by my fellow dais members: the nifty, noble Natalie Gan and the vivacious, valiant Vivian Hong. The three of us are ecstatic to be a part of your Model United Nations journey, whether LakeMUN is your first conference or one of your last!

It is December 5th, 2313 AD. The Hunger Games are over. Katniss Everdeen has just been arrested for the assassination of interim President Alma Coin. Panem lies in ruins, politically fractured, economically shattered, and on the verge of a Third Rebellion. From the ashes of a revolution, a fragile, and possibly democratic, order is attempting to rise. Former rebel commander Talia Paylor has won in a landslide presidential election, and promises to rebuild a Panem teetering on the brink of collapse. To do so, Paylor has assembled the first Congress in Panem's history.

Members of the Panem Congress, the fate of your nation rests upon your shoulders alone. As Mayors, Ministers, and Commanders, you do not represent districts, agencies, and battalions. You are the state itself, and the authority of both the executive and legislative functions of government rests in this chamber alone.

There is no body of elected representatives to hold you accountable, no Supreme Court to check you, no standing constitution to restrain you, and no higher power to protect Panem from your decisions. Whether Panem remains an unstable federation, fractures into civil war, descends into authoritarianism, or dares to construct a true democracy will be decided by your actions alone.

What you choose to do with your respective districts and agencies is entirely at your discretion. Your president has assigned the responsibility of managing the affairs of the entire nation to you and your fellow ministers. As a legislative body, you may choose to draft a new federal constitution, create laws, respond to crises, and establish new ministries and agencies as the body sees fit.



This committee is designed as a full-scale political and crisis simulation. Those holding executive power will simultaneously participate in legislative debate and also control their respective districts, ministries, and military forces. President Paylor has entrusted you with drafting laws, restructuring institutions, confronting unrest and violence, negotiating with rebels and loyalists, and ultimately, shaping the identity of a new Panem. Every directive and bill you pass will have consequences that ripple across the simulation. There is no preset ending.

As you prepare to begin debating, it is essential that you review our Modified Rules of Procedure, drafted by some of the Republic's most prominent legal experts (yours truly). These rules are located on our website.

Given the lack of information in the novels surrounding the rebuilding of Panem between the Second Rebellion and the end of the series, we have taken some creative liberties in order to build the world that this committee takes place in. Information on Panem, the state of the nation, its districts, institutions, and more is located later in this guide. This committee, and the world that surrounds it, has been designed from the ground up to reward those who think boldly, take risks, and most critically, collaborate with their fellow Congress members.

Panem is not stable, its future is far from guaranteed, and nothing is beyond your control. We salute your courage and your sacrifice.

May the odds be ever in your favor.

Matthew Kim

Co-Director | Congress of the Great Republic of Panem

LakeMUN 2026

COMMITTEE OVERVIEW

Welcome to the Panem Congress, the central governing body established following the Second Rebellion, a recent nationwide civil war in the country



of Panem. The Congress is tasked with coordinating reconstruction and political reform across the country's thirteen districts and the remaining citizens of the Capitol. It functions as a representative council in which each region holds equal standing, replacing the Capitol's former system of centralized authoritarian rule. As a result, it operates through collective decision-making and inter-district negotiation.

For over a century, Panem existed under strict economic and military control, enforced through rigid district specialization and the annual Hunger Games, a system designed to maintain the Capitol's power over the districts. Recently, however, this system collapsed with the success of the second rebellion. In the aftermath of this war, an emergency election elevated Commander Paylor, former rebel military leader of District Eight, to presidency. Under Paylor's administration, the Panem Congress was thus formally established as the current national governing body.

Today, the Congress holds great responsibility for reshaping Panem's political structure, economic systems, and social structures. Millions of citizens remain displaced or impoverished, infrastructure is lacking, and resentment against a national government still runs high. The nation's fate rests in the hands of the delegates, who must take on the roles of representatives from all districts and the Capitol, working together while also navigating competing regional interests.



TOPIC:

Rebuilding Panem

TOPIC INTRODUCTION



The year is 2313 AD, and the future of Panem remains uncertain. The regime of Coriolanus Snow, the tyrannical dictator that ruled the nation for the past twenty-five years, is over. The one who deposed him, the power-hungry Alma Coin, is dead, killed by the arrow of Katniss Everdeen, the one and only two-time victor of the 74th and 75th Hunger Games. An emergency election organized by what remains of the government has elevated former rebel commander Talia Paylor to the presidency, making her the first elected head of state in Panem's history. Her only move thus far has been to eliminate the Hunger Games entirely. The Capitol's most painful instrument of terror and oppression have been dismantled, but it has not been replaced.

Beneath this legal crisis, the thirteen districts remain economically and socially crippled. For over seventy-five years, each district's economy was heavily specialized, and each was only able to produce a narrow range of goods, almost all of which were siphoned to the Capitol. With that existing system having been ended, the nation's economy is in total disarray. Black markets and smuggling rings have taken the responsibility of keeping people fed and cities running, and it's safe to say that they are not carrying that responsibility out well. Criminals control supply routes and highways throughout the nation, meaning they also decide whether food, fuel, medicine, and supplies reach civilians and government officials alike.

The Peacekeepers, once the old regime's police and military force, have been dismantled. Some have regrouped to form district police forces, while others, feeling betrayed and sidelined by the new national government, have taken up arms against Paylor. After decades of the Capitol's oppression, some districts have begun organizing their own militias. Some former commanders are demanding that Paylor immediately form a national military incorporating all former Peacekeepers and soldiers before they have a chance to organize further rebellion.



In this volatile landscape, the newly-convened Congress of the Great Republic of Panem, is Paylor's one and only chance at saving the nation. She believes that she cannot do this alone, and thus, she has summoned all thirteen district mayors to the Capitol and has entrusted them with the executive and legislative functions of government. In effect, the Congress, and not the office of the President, is now the central governing body of the state, and will decide as a whole what the republic will become. In addition to addressing the multiple national crises that the nation faces, the body is also responsible for settling disputes between districts and for establishing relations with remaining rebel groups. With no sunset clause in the Congress's formation, it stands as the closest thing to a democratic government for Panem's foreseeable future.

TOPIC HISTORY

Panem was founded after a global conflict and resulting series of environmental disasters that largely destroyed the modern world. As rising sea levels caused by extreme global warming flooded coastal cities, the agricultural system that once sustained the United States collapsed, causing the failure of international supply chains and suspending almost all forms of trade. In what was once known as North America, those who survived gradually organized themselves around the arable land, and began building a capital in the Rocky Mountains. Surrounding it were thirteen districts, each responsible for producing resources and technologies required to sustain the nation, which included present-day Mexico, Canada, and the United States.

In the early days of Panem, regions cooperated with each other to ensure that they all survived the continuing environmental disasters that surrounded them. However, as the Capitol began to consolidate the nation's resources and military strength, it reorganized the nation's thirteen districts into specialized economic roles that allowed them to only produce a narrow range of goods and resources. Each district was assigned a specific industry. The national government largely restricted communication or travel between districts to prevent an organized



rebellion from occurring. While the Capitol was technologically advanced due to the contributions of districts, the same could not be said about the districts themselves. Citizens in the Capitol lived in relative comfort, supported by advanced technologies, medical care, entertainment, and luxury consumer goods, while citizens in outlying districts worked for long hours in dangerous conditions in abject poverty. Modeled after the government of Ancient Rome, Panem, whose name refers to the Latin phrase panem et circences, or “bread and circuses,” maintained power through two means: providing its citizens with food and entertainment to keep them distracted from politics and forcing each district to provide its goods and services to the Capitol in exchange for military protection by a force known as the Peacekeepers.

Growing resentment towards this political system led to the First Rebellion in what are now known as the “Dark Days.” Led by District 13, the First Rebellion was a coordinated uprising across several districts. District 13 controlled most of the nation’s scientific research, particularly in weapons development. As a result, District 13 was the primary military supporter of the rebelling districts. The national government won the First Rebellion and defeated the rebels, largely due to District 13’s withdrawal from the conflict, agreeing with the Capitol to retreat into underground bunkers and let the cities aboveground get carpet-bombed. To end the conflict and re-institute peace, the national government under Maximinius Ravinstill instituted the Treaty of Treason, which created the Hunger Games. The games were an annual event in which children from each district were forced to fight to the death in a televised arena. The Hunger Games became the primary way that the Capitol oppressed its subjects.

The first ten Hunger Games were largely benign. Tributes were kept in zoos and, compared to its later editions, there was not much violence. After the fifteenth Hunger Games, Coriolanus Snow, a former organizer of the games, began eliminating political rivals and eventually took the office of the presidency. He strengthened the Capitol’s control of the districts through surveillance and the media, and he expanded the Peacekeeper system into one national force under his own command. Despite these efforts, resistance continued throughout Snow’s



reign, particularly in District 12, which held the most organized of the multiple black markets dotting the nation.

Now that participation in the Games was incentivized, some districts known as “career districts” began rigorous training programs to prepare future Tributes for survival and victory. To further pit districts against each other, and thus distract them from rebelling against the Capitol, Snow also encouraged economic competition between them. Districts 11 and 12 faced incredibly harsh conditions under Snow’s political agenda, with residents in the former facing brutal racism, and those in the latter facing dangerous conditions in coal mines. District 6 faced and continues to face a widespread morphling addiction crisis, a narcotic painkiller used to numb emotional and physical pain. By the time of the 70th Hunger Games, tensions ran higher than ever before throughout Panem. The Capitol had become entirely dependent on Districts that despised it, and Peacekeepers began to lose trust in the national government.

The beginning of the Second Rebellion can be traced to the joint victory of Katniss Everdeen and Peeta Mellark in the 74th Hunger Games, where as the final two competitors, they threatened joint suicide in front of an audience of thousands. Their defiance and disruption of Capitol’s narrative of absolute control sparked resistance movements nationwide. The following year, in the 75th Hunger Games, former Hunger Games victors were selected as the Tributes to enforce the idea that “no one wins against the Capitol.” The Games, however, were interrupted by a coordinated rescue operation that saved several of the tributes and revealed the continued existence of District 13. This began a series of conflicts that are now known as the Second Rebellion, and this time, the Capitol was not so ready. Rebels seized the Capitol and ended Snow’s reign, and rebel leader Alma Coin attempted to establish a transitional government with her at its helm.

Coin, however, was not trusted. She attempted to continue a tyrannical reign that was opposed by many, and was seen as a cold-blooded and power-hungry leader. During what would have been the public execution of Snow by Katniss, she instead assassinated Coin and left Snow alive; however, he was crushed to death by a resulting stampede. Following Coin’s death, Katniss is arrested and the Capitol’s government collapses with no plan for succession. Due to Snow’s efforts to centralize the



Peacekeepers under his command, the command structure of the national military no longer functions. In the resulting emergency national elections, former rebel commander Talia Paylor is elected to the presidency, and she immediately dismantles much of the Capitol's propaganda system and removes barriers between Districts.

CURRENT SITUATION

In the aftermath of the Second Rebellion, Panem currently faces the challenge of rebuilding a nation without the centralized authority that once governed it. As the first permanent national governing body of millions, the Panem Congress is tasked with reconstructing political, economic, and security structures in a deeply fragmented and unstable society.

Economically, Panem continues to suffer from the long-term effects of rigid district specialization. Under the previous regime, each district was forced to produce a limited range of goods, preventing economic autonomy and creating severe regional inequality. Although the Capitol's control over trade has collapsed, many districts remain dependent on one another for basic resources, including food, energy, and clothing. While some district representatives advocate for economic decentralization and free trade, others argue that maintaining specialization is necessary to drive innovation, prevent economic collapse, and create jobs.

Along with this, security remains one of the most pressing concerns facing the new government. The Peacekeepers, once the primary military and law enforcement force, have been partially disbanded, and their loyalty to the new government remains uncertain. District 2, once serving as the primary military base for Peacekeepers, finds itself in a major predicament; with no need for Peacekeeper training or large-scale weapon manufacturing, many are losing their jobs, and the economy is on the brink of collapse. Additionally, in fear of conflict, several districts have begun establishing their own local defense forces, whereas others are advocating for the reconstruction of a unified national military to ensure stability and prevent secession.



In addition to these structural challenges, Panem continues to grapple with the political and emotional legacy of the Hunger Games. Survivors and families of victims demand accountability, justice, and remembrance, while others fear that focusing on past trauma would hinder the nation's ability to move forward. Debates surrounding war crimes, public memorials, and reparations remain unresolved, further complicating the process of national reconciliation.

Currently, the Congress has made efforts to implement short-term programs, such as regional provisional police forces, to ensure temporary stability and address civilians' concerns. However, these attempts are only temporary solutions, lacking scope, authority, and enforcement nationwide. Consequently, protests are emerging throughout Panem, arguing that the current government has not made any changes whatsoever.

The Panem Congress stands at a critical turning point. Delegates must uphold the security of all citizens, maintain both social equity and economic efficiency, and balance the need for national unity with demands for district autonomy.

POSITION DESCRIPTIONS

District 1 Mayor

District 1 specializes in the production of luxury goods, like jewelry, gemstones, perfumes, cosmetics, fine clothing, and decorative items. During President Snow's tenure, this district had a very close tie with the Capitol, and benefited socially and economically from this relationship. Many citizens of District 1 are still proud of Capitol culture despite its downfall. However, their customer base has taken a huge hit after the war, and to sustain the District 1 lifestyle, something must be done to boost their sales and trade with the other districts. As soon as possible.



District 2 Mayor

District 2 is responsible for stone masonry and weapons manufacturing, and it also houses the main military training and Peacekeeper facilities. During President Snow's presidency, this district had a very close tie with the Capitol, with many people sitting in positions of power. As Panem transitions from war to peacetime, rusting military supplies, unemployed soldiers, and piles of unused war materials are piling up and production is forced to slow. District 2 hopes to not fall behind in this new Panem and will do whatever they can to ensure they have a powerful spot in this country's uncertain future.

District 3 Mayor

District 3 handles the technology and electronics of Panem, including computers, televisions, communication devices, surveillance equipment, mechanical parts, and wiring. During Snow's presidency, this district had a strained and distant relationship with the Capitol, with citizens often having to work long hours in the factory with little economic benefits. District 3 has sat in the shadows, quietly resentful of how Snow used their talents, and wants to create a new Panem where technology is used for maintaining peace and harmony, not for stirring up trouble.

District 4 Mayor

District 4 is in charge of Panem's seafood and fishing. During President Snow's presidency, District 4 had a decent relationship with the Capitol, especially because the Capitol depended on them heavily for food. Hence, the citizens are living a modest but full lifestyle. However, the Capitol's high demand for seafood has greatly affected the marine life in the area, and if something isn't done, District 4 could be looking at a severe famine in a couple years time. Because of their location near the water and their predicament with food, District 4 also looks to expand trade routes and ports, so they can diversify their economy.

District 5 Mayor

District 5 handles power and energy production for Panem. It is heavily involved in electricity generation, the creation and implementation of dams, energy infrastructure and maintenance, and power distribution systems. During President Snow's presidency,



this district had a good relationship with the Capitol, especially due to the high energy needs that the citizens of the Capitol demanded. Despite handling such a crucial component of everyday life, their work is hardly noticed, and the citizens are livid. In this new Panem, District 5 aims to provide more efficient and sustainable power in exchange for more bargaining power in Panem's Congress.

District 6 Mayor

District 6 is responsible for transportation across Panem, including trains and rail systems, automobiles, roads, railways, and vehicle parts. During President Snow's presidency, this district was severely neglected, with most people being overworked while struggling with a morphling (drug) addiction. During this Congress meeting, District 6 hopes to emphasize their importance in the future world, where transportation will be key to the collaboration of all thirteen districts, and wishes to bargain for more resources to improve their economic situation.

District 7 Mayor

District 7 is involved with lumber and the production of paper, with their main outputs being timber, paper, books, furniture, wooden tools, and wood-based construction materials. During Snow's presidency, this district had tough and labor-intensive working conditions with little to no recognition. The war has demolished thousands of homes and important buildings, and District 7 has the materials to help. In exchange, however, District 7 demands more power in the Congress and declares that they will cut off supplies to other districts if this condition is not fulfilled.

District 8 Mayor

District 8 is in charge of textile and clothing production. In the past, most citizens worked extremely long and grueling days in large factories and sewing plants with hardly any pay. They were one of the first districts to rebel, and their strong resentment comes from their poor treatment despite the importance of their outputs. Above all, District 8 is tired of their working conditions and demand reform and regulations to protect such a situation from ever occurring again. On top of this, as District 8 was one of the first districts to rebel against Snow, they push for laws that will give Panem citizens more autonomy and power.



District 9 Mayor

District 9 is responsible for grain and agriculture, including wheat, corn, barley, and flour. During Snow's presidency, citizens toiled for hours in fields, silos, and mills, being paid very little for their work during harvest season, but outside of harvest season, life is generally tolerable. Going into this Congress meeting, District 9's objective is clear: despite being a core food supplier for many years, nobody has acknowledged them. And with this newly-opened power vacuum, the only way to be acknowledged is to take that power for themselves.

District 10 Mayor

District 10 is in charge of livestock, like cattles, pigs, sheep, dairy products, and leather. Under Snow's presidency, the citizens of this district had a modest lifestyle, with most families working on farms and ranches. However, this district has been left in the shadows, both during Snow's tenure and during the war. This Congress meeting is a chance for them to finally bring themselves the glory they deserve.

District 11 Mayor

District 11 is responsible for agriculture and farming, with its main outputs being fruits, vegetables, and cotton. Before the war, District 11 was extremely oppressed by the Capitol, with citizens facing harsh treatment, low wages, and terrible working conditions, and public punishments for minor infractions were common. Yet despite this poor treatment, the Capitol was heavily reliant on District 11 for food production, with growing demand exacerbating the poor health of all workers. District 11 hopes to use this opportunity to implement more worker safety protocols and protection services across all of Panem.

District 12 Mayor

District 12 handles coal mining, which is then used for energy and industrial use. During Snow's presidency, working conditions were extremely harsh and dangerous, with miners working long, hazardous hours with no protection. Deaths were common, and punishments for rebellious tendencies even more. As the birthplace of Katniss Everdeen and Peeta Mellark, two figures who are extremely influential in this new era, this district stands behind everything these two do and say, especially their attempt to minimize centralization of power and promote stability for ordinary people.

District 13 Mayor



District 13 is heavily involved in nuclear technology and other forms of high-tech military production. Highly specialized in war and defense, they step out of the shadows to join this Congress and do one thing: provide a warning. For years, they have watched the Capitol destroy the lives of ordinary citizens for their own well-being, and now harbor extreme hatred for centralized regimes. They will do anything in their power to prevent any other district from being too powerful; ironically, potentially placing themselves in the highest position of power if a compromise is not worked out.

BLOC POSITIONS

BLOC A: District-Focused

District 1 Mayor, District 2 Mayor, District 4 Mayor, District 5 Mayor, District 6 Mayor, District 7 Mayor, District 9 Mayor, District 10 Mayor

The delegates in the district-focused bloc tend to prioritize the economic well-being of their district and the potential political power that their district could hold in Panem's future over long-term stability. After years of being weighed down by the Capitol and President Snow in some form, they're dubious about power dynamics of any future leadership and are willing to go to many lengths to prevent the same situation from occurring again. This is why members of this bloc will try to use their specialized product(s) as leverage to push for policies that will benefit their own district, even at the expense of other districts or overall peace.

BLOC B: Country-Focused

District 3 Mayor, District 8 Mayor, District 11 Mayor, District 12 Mayor, District 13 Mayor

The delegates in this country-focused bloc tend to prioritize long-term stability and peace in Panem. Many of these delegates have borne the brunt of the Capitol's oppression and wouldn't wish that upon their worst enemies. While they understand that the needs of their own district must be met, they believe that the only way for everyone to thrive is through strong, equal, and untroubled relations between leadership and hope to show district-focused delegates this point of view. This is why members of this bloc will push for policies that'll provide relatively equal benefits for citizens across all districts and will try to prevent any one district or person from gaining too much power.



GUIDING QUESTIONS

- How should political power be distributed between the central government and the individual districts in the Republic?
- How should Panem address justice and accountability for individuals who supported or enforced the previous regime?
- What policies should be implemented to rebuild infrastructure in districts that were neglected under the Capitol's rule while maintaining national economic stability?
- How can the new government foster cooperation between districts that were historically isolated from one another?
- What should the new government's top priority be in the immediate aftermath of the Second Rebellion?

FURTHER RESEARCH

Hunger Games trilogy: *The Hunger Games*, *Catching Fire*, *Mockingjay*

- These novels serve as primary sources for understanding the political structure of Panem, the relationship between the Capitol and the districts, and the events leading up to and including the Second Rebellion. They detail the economic, social, and political conflicts that ultimately shape the circumstances faced by the Panem Congress.

Prequels: *The Ballad of Songbirds and Snakes*, *Sunrise on the Reaping*

- These prequel novels explore the early development of the Hunger Games and the political and social systems in Panem. They provide context for the evolution of the Games and offer insight into how the Capitol maintained authority over the districts, from both the oppressor's and the oppressed's perspectives.



https://thehungergames.fandom.com/wiki/The_Hunger_Games_Wiki

- The Hunger Games Wiki can serve as a reference site for detailed information about the world of Panem, its political structures, districts, and major historical events. It can be a helpful resource for delegates seeking a deeper understanding of the setting and background of the committee. (Recommended starting points: Panem, District, and Second Rebellion pages).

<https://www.scholastic.com/thehungergames/>

- The official publisher page of the series contains summaries of the novels and background information about the world of Panem, which can help delegates who are less familiar with the series understand the setting and major events. The designated glossary section also contains definitions for fictional terms that frequently appear in the books.



CITATIONS

- https://thehungergames.fandom.com/wiki/The_Hunger_Games_Wiki
- Hunger Games trilogy: *The Hunger Games*, *Catching Fire*, *Mockingjay*