# 1NC Doc Emory Finals

## Offs

### Extra-T

#### First Off,

#### 1] Interp - Appropriation means permanent control over a region of space.

Trapp 13, Timothy Justin. "Taking up Space by Any Other Means: Coming to Terms with Nonappropriation Article of the Outer Space Treaty." U. Ill. L. Rev. (2013): 1681. (JD Candidate at UIUC Law School)//Re-cut by Elmer

The issues presented in relation to the nonappropriation article of the Outer Space Treaty should be clear.214 The ITU has, quite blatantly, created something akin to “property interests in outer space.”215 It allows nations to exclude others from their orbital slots, even when the nation is not currently using that slot.216 This is directly in line with at least one definition of outer-space appropriation.217

[\*\*Start Footnote 217\*\*Id. at 236 (“Appropriation of outer space, therefore, is ‘the exercise of exclusive control or exclusive use’ with a sense of permanence, which limits other nations’ access to it.”) (quoting Milton L. Smith, The Role of the ITU in the Development of Space Law, 17 ANNALS AIR & SPACE L. 157, 165 (1992)). \*\*End Footnote 217\*\*]

The ITU even allows nations with unused slots to devise them to other entities, creating a market for the property rights set up by this regulation.218 In some aspects, this seems to effect exactly what those signatory nations of the Bogotá Declaration were try3ing to accomplish, albeit through different means.219

#### 2] Violation – The Affirmative Plan Text says Space Tourism which isn’t a form of Appropriation, Appropriation is travel over a short duration – the events are neither permanent nor limit other uses by other actors of a particular region of space.

Henderson and Tsui 19 Henderson, I. L., and W. H. K. Tsui. "The role of niche aviation operations as tourist attractions." Air transport: A tourism perspective (2019): 233-244. (Massey University School of Aviation, Palmerston North, New Zealand)//Elmer

17.5 Space Tourism Space tourism is another niche segment of the aviation industry that seeks to give tourists the ability to become astronauts and experience space travel for recreational, leisure, or business purposes. Since space tourism is extremely expensive, it is a case of a very small segment of consumers that are able and willing to purchase a space experience. There are several options for space tourists. For example, Crouch et al. (2009) investigate the choice behaviour between four types of space tourism: high altitude jet fighter flights, atmospheric zero-gravity flights, short-duration suborbital flights, and longer duration orbital trips into space. Reddy et al. (2012) find the following motivational factors behind space tourism (in order of importance): vision of earth from space, weightlessness, high speed experience, unusual experience, and scientific contribution. Currently, only high-altitude jet fighter flights and atmospheric zero-gravity flights are commercially available to tourists in the space tourism sector. Accordingly, this section provides an example of each, whilst the potential for suborbital and longer duration orbital trips into space are discussed later in this chapter. Case Study 17.3 Examples of Space Tourism MiG-29 Edge of Space Flight One current option for space tourists is to be taken up into the stratosphere in a supersonic fighter jet (see MiGFlug, 2017a). MiGFlug acts as a sales agent for this unique space tourism activity, which usually involves reaching an altitude of 20–22 km. At such an altitude, the curvature of the earth can be seen, the sky is dark, and it is possible to see into space. As part of this space travel experience, tourists are also given an opportunity to control the aircraft and there are a number of aerobatic manoeuvres that are performed by an experienced pilot. This operation is based out of Russia. The Mikoyan MiG-29 Fulcrum is a Russian military fighter jet that allows for rates of climb of 330 m/s and a top speed of Mach 2.25 (2390 km/h). MiGFlug sells three different services in this aircraft. For €12,500 a passenger can enjoy a 25-min flight featuring a number of aerobatic manoeuvres but without supersonic flight. For €14,500 a passenger can enjoy a 45-min flight that includes higher aerobatics and supersonic flight. The ‘Edge of Space’ flight includes aerobatics, supersonic flight, and the experience of being taken up into the stratosphere and is sold for €17,500.

#### 3] Standards –

#### a] Limits – Expanding the Topic to include temporary actions explodes Topic Ground – Aff’s can affect temporary docking of private actors on the ISS, using lunar bases in a temporary manner for broader space exploration efforts, satellites that go up temporarily in orbit – this devastates predictable topic division.

#### b] Extra-Topicality – Allowing Aff’s to affects other aspects of outer space like Space Tourism that aren’t Appropriation gives them access to extra impacts and advantages that they can leverage proven by their ozone offense and we can’t turn it since it wasn’t grounded in the resolution.

#### 4] Paradigm Issues –

#### a] Topicality is Drop the Debater – it’s a fundamental baseline for debate-ability.

#### b] Use Competing Interps – 1] Topicality is a yes/no question, you can’t be reasonably topical and 2] Reasonability invites arbitrary judge intervention and a race to the bottom of questionable argumentation.

### Science DA

#### Second Off, Private Investment in Space spurs Innovation:

#### Two Links:

#### 1] Private Investment in Space causes new Technology Development in all areas of Life – making it worth their while is key.

Hampson 17 Joshua Hampson 1-25-2017 “The Future of Space Commercialization” <https://republicans-science.house.gov/sites/republicans.science.house.gov/files/documents/TheFutureofSpaceCommercializationFinal.pdf> (Security Studies Fellow at the Niskanen Center)//Elmer

The size of the space economy is far larger than many may think. In 2015 alone, the global market amounted to $323 billion. Commercial infrastructure and systems accounted for 76 percent of that 9 total, with satellite television the largest subsection at $95 billion. The global space launch market’s 10 11 share of that total came in at $6 billion dollars. It can be hard to disaggregate how space benefits 12 particular national economies, but in 2009 (the last available report), the Federal Aviation Administration (FAA) estimated that commercial space transportation and enabled industries generated $208.3 billion in economic activity in the United States alone. Space is not just about 13 satellite television and global transportation; while not commercial, GPS satellites also underpin personal navigation, such as smartphone GPS use, and timing data used for Internet coordination.14 Without that data, there could be problems for a range of Internet and cloud-based services.15 There is also room for growth. The FAA has noted that while the commercial launch sector has not grown dramatically in the last decade, there are indications that there is latent demand. This 16 demand may catalyze an increase in launches and growth of the wider space economy in the next decade. The Satellite Industry Association’s 2015 report highlighted that their section of the space economy outgrew both the American and global economies. The FAA anticipates that growth to 17 continue, with expectations that small payload launch will be a particular industry driver.18 In the future, emerging space industries may contribute even more the American economy. Space tourism and resource recovery—e.g., mining on planets, moons , and asteroids—in particular may become large parts of that industry. Of course, their viability rests on a range of factors, including costs, future regulation, international problems, and assumptions about technological development. However, there is increasing optimism in these areas of economic production. But the space economy is not just about what happens in orbit, or how that alters life on the ground. The growth of this economy can also contribute to new innovations across all walks of life. Technological Innovation Innovation is generally hard to predict; some new technologies seem to come out of nowhere and others only take off when paired with a new application. It is difficult to predict the future, but it is reasonable to expect that a growing space economy would open opportunities for technological and organizational innovation. In terms of technology, the difficult environment of outer space helps incentivize progress along the margins. Because each object launched into orbit costs a significant amount of money—at the moment between $27,000 and $43,000 per pound, though that will likely drop in the future —each 19 reduction in payload size saves money or means more can be launched. At the same time, the ability to fit more capability into a smaller satellite opens outer space to actors that previously were priced out of the market. This is one of the reasons why small, affordable satellites are increasingly pursued by companies or organizations that cannot afford to launch larger traditional satellites. These small 20 satellites also provide non-traditional launchers, such as engineering students or prototypers, the opportunity to learn about satellite production and test new technologies before working on a full-sized satellite. That expansion of developers, experimenters, and testers cannot but help increase innovation opportunities. Technological developments from outer space have been applied to terrestrial life since the earliest days of space exploration. The National Aeronautics and Space Administration (NASA) maintains a website that lists technologies that have spun off from such research projects. Lightweight 21 nanotubes, useful in protecting astronauts during space exploration, are now being tested for applications in emergency response gear and electrical insulation. The need for certainty about the resiliency of materials used in space led to the development of an analytics tool useful across a range of industries. Temper foam, the material used in memory-foam pillows, was developed for NASA for seat covers. As more companies pursue their own space goals, more innovations will likely come from the commercial sector. Outer space is not just a catalyst for technological development. Satellite constellations and their unique line-of-sight vantage point can provide new perspectives to old industries. Deploying satellites into low-Earth orbit, as Facebook wants to do, can connect large, previously-unreached swathes of 22 humanity to the Internet. Remote sensing technology could change how whole industries operate, such as crop monitoring, herd management, crisis response, and land evaluation, among others. 23 While satellites cannot provide all essential information for some of these industries, they can fill in some useful gaps and work as part of a wider system of tools. Space infrastructure, in helping to change how people connect and perceive Earth, could help spark innovations on the ground as well. These innovations, changes to global networks, and new opportunities could lead to wider economic growth.

#### 2] Space Tourism makes low-gravity research accessible to more people which results in critical physiological science innovation.

Caplan and Lindsay 17 Nick Caplan and Kirsty Lindsay 7-29-2017 "Space Tourism Could Help Boost Science and Health Research — Here's How" <https://www.space.com/37503-space-tourism-could-help-boost-science-health-research.html> (Nick graduated from the University of Birmingham with a PhD in Biomechanics)//Elmer

Perhaps one day we will see research teams launching groups of participants to spend a few weeks or months aboard a space hotel in order to study medical interventions that would slow the ageing process on Earth, and to help the human species colonise the Moon or even Mars. Research dating back to the early years of the space race has led to technologies that benefit us all. Many scientific discoveries have come since the arrival of inhabitable space stations that act as orbital laboratories. NASA’s first space station Skylab helped understand the effects on the human body of spending months in space and paved the way for the International Space Station. A huge number of research studies have been completed on the ISS since the year 2000 in the areas of human physiology, biology, biotechnology, physical science and earth and space science. These studies have led to discoveries such as enhanced protein crystal growth for drug development, efficient combustion of fuel droplets, and an understanding of the effects of long duration exposure to microgravity on the human body, revealing that spaceflight has effects similar to ageing on Earth. Despite much human physiological research being carried out in space, it has one major limitation – there are simply not enough humans currently going to space to act as research participants, leading to difficulties in research design. In fact, only 550 or so humans have ever been into space since Russian cosmonaut Yuri Gagarin first orbited the Earth in 1961. Human physiological experiments in space tend to have very small participant numbers (for example, the NASA twins study) or they have to take place over many years. Could the boom in commercial human spaceflight accelerate the speed of human physiological discoveries in space? We certainly think so.

#### Physiology key to manage new Diseases.

APS 20 5-21-2020 "How Physiologists Are Helping Patients Recover from COVID-19" <https://ispyphysiology.com/2020/05/21/how-physiologists-are-helping-patients-recover-from-covid-19/> (American Physiology Society)//Elmer

Understanding Physiology Is Critical to Fighting COVID-19 For each of the new treatments and devices created to combat COVID-19, it is critical to make sure they are safe to use in people. This is where understanding of human physiology is very important. For instance, treatment with remdesivir can reduce the amount of the virus in your body and has helped people who are severely ill with COVID-19 recover faster. But the drug is known to damage the liver and the immune system, so it is very important to know how well a patient’s liver and immune system are functioning before using it as a treatment. Even as I write this, there are new findings that COVID-19 directly affects not only the lungs but also the brain, kidneys, blood vessels and blood cells. This makes treatment of COVID-19 very difficult. Scientists and bioengineers need to take into consideration how the different organs of the body coordinate to keep you alive and healthy—the knowledge of how all the organs, tissues and cell work together in health and disease is the basis of physiological study. The trouble with finding the best treatment for COVID-19 is that the symptoms are so different from one person to the next. Children seem to be less vulnerable to COVID-19, older people are more vulnerable and some young adults are dying from strokes caused by the coronavirus rather than respiratory issues. As we find out more about how COVID-19 affects the body, it is clear that there will be more than one best way to fight it. In my eyes, the COVID-19 pandemic has highlighted the value of scientific research, especially research that helps us understand human physiology. In a few short months, scientists have sequenced the genome of the virus, discovered how SARS-CoV-2 infects cells by attaching its “spikes” to a protein on cells and developed new potential treatments. It will be the research physiologist’s job to study and understand how to best use these medicines and devices to treat COVID-19 patients.

#### Disease causes Extinction.

Bar-Yam 16 Yaneer Bar-Yam 7-3-2016 “Transition to extinction: Pandemics in a connected world” <http://necsi.edu/research/social/pandemics/transition> (Professor and President, New England Complex System Institute; PhD in Physics, MIT)//Elmer

Watch as one of the more aggressive—brighter red — strains rapidly expands. After a time it goes extinct leaving a black region. Why does it go extinct? The answer is that it spreads so rapidly that it kills the hosts around it. Without new hosts to infect it then dies out itself. That the rapidly spreading pathogens die out has important implications for evolutionary research which we have talked about elsewhere [1–7]. In the research I want to discuss here, what we were interested in is the effect of adding long range transportation [8]. This includes natural means of dispersal as well as unintentional dispersal by humans, like adding airplane routes, which is being done by real world airlines (Figure 2). When we introduce long range transportation into the model, the success of more aggressive strains changes. They can use the long range transportation to find new hosts and escape local extinction. Figure 3 shows that the more transportation routes introduced into the model, the more higher aggressive pathogens are able to survive and spread. As we add more long range transportation, there is a critical point at which pathogens become so aggressive that the entire host population dies. The pathogens die at the same time, but that is not exactly a consolation to the hosts. We call this the phase transition to extinction (Figure 4). With increasing levels of global transportation, human civilization may be approaching such a critical threshold. In the paper we wrote in 2006 about the dangers of global transportation for pathogen evolution and pandemics [8], we mentioned the risk from Ebola. Ebola is a horrendous disease that was present only in isolated villages in Africa. It was far away from the rest of the world only because of that isolation. Since Africa was developing, it was only a matter of time before it reached population centers and airports. While the model is about evolution, it is really about which pathogens will be found in a system that is highly connected, and Ebola can spread in a highly connected world. The traditional approach to public health uses historical evidence analyzed statistically to assess the potential impacts of a disease. As a result, many were surprised by the spread of Ebola through West Africa in 2014. As the connectivity of the world increases, past experience is not a good guide to future events. A key point about the phase transition to extinction is its suddenness. Even a system that seems stable, can be destabilized by a few more long-range connections, and connectivity is continuing to increase. So how close are we to the tipping point? We don’t know but it would be good to find out before it happens. While Ebola ravaged three countries in West Africa, it only resulted in a handful of cases outside that region. One possible reason is that many of the airlines that fly to west Africa stopped or reduced flights during the epidemic [9]. In the absence of a clear connection, public health authorities who downplayed the dangers of the epidemic spreading to the West might seem to be vindicated. As with the choice of airlines to stop flying to west Africa, our analysis didn’t take into consideration how people respond to epidemics. It does tell us what the outcome will be unless we respond fast enough and well enough to stop the spread of future diseases, which may not be the same as the ones we saw in the past. As the world becomes more connected, the dangers increase. Are people in western countries safe because of higher quality health systems? Countries like the U.S. have highly skewed networks of social interactions with some very highly connected individuals that can be “superspreaders.” The chances of such an individual becoming infected may be low but events like a mass outbreak pose a much greater risk if they do happen. If a sick food service worker in an airport infects 100 passengers, or a contagion event happens in mass transportation, an outbreak could very well prove unstoppable.

#### Strong Innovation solves Extinction.

Matthews 18 Dylan Matthews 10-26-2018 “How to help people millions of years from now” <https://www.vox.com/future-perfect/2018/10/26/18023366/far-future-effective-altruism-existential-risk-doing-good> (Co-founder of Vox, citing Nick Beckstead @ Rutgers University)//Re-cut by Elmer

If you care about improving human lives, you should overwhelmingly care about those quadrillions of lives rather than the comparatively small number of people alive today. The 7.6 billion people now living, after all, amount to less than 0.003 percent of the population that will live in the future. It’s reasonable to suggest that those quadrillions of future people have, accordingly, hundreds of thousands of times more moral weight than those of us living here today do. That’s the basic argument behind Nick Beckstead’s 2013 Rutgers philosophy dissertation, “On the overwhelming importance of shaping the far future.” It’s a glorious mindfuck of a thesis, not least because Beckstead shows very convincingly that this is a conclusion any plausible moral view would reach. It’s not just something that weird utilitarians have to deal with. And Beckstead, to his considerable credit, walks the walk on this. He works at the Open Philanthropy Project on grants relating to the far future and runs a charitable fund for donors who want to prioritize the far future. And arguments from him and others have turned “long-termism” into a very vibrant, important strand of the effective altruism community. But what does prioritizing the far future even mean? The most literal thing it could mean is preventing human extinction, to ensure that the species persists as long as possible. For the long-term-focused effective altruists I know, that typically means identifying concrete threats to humanity’s continued existence — like unfriendly artificial intelligence, or a pandemic, or global warming/out of control geoengineering — and engaging in activities to prevent that specific eventuality. But in a set of slides he made in 2013, Beckstead makes a compelling case that while that’s certainly part of what caring about the far future entails, approaches that address specific threats to humanity (which he calls “targeted” approaches to the far future) have to complement “broad” approaches, where instead of trying to predict what’s going to kill us all, you just generally try to keep civilization running as best it can, so that it is, as a whole, well-equipped to deal with potential extinction events in the future, not just in 2030 or 2040 but in 3500 or 95000 or even 37 million. In other words, caring about the far future doesn’t mean just paying attention to low-probability risks of total annihilation; it also means acting on pressing needs now. For example: We’re going to be better prepared to prevent extinction from AI or a supervirus or global warming if society as a whole makes a lot of scientific progress. And a significant bottleneck there is that the vast majority of humanity doesn’t get high-enough-quality education to engage in scientific research, if they want to, which reduces the **odds that we have enough trained scientists to come up with the breakthroughs** we need as a civilization to survive and thrive. So maybe one of the best things we can do for the far future is to improve school systems — here and now — to harness the group economist Raj Chetty calls “lost Einsteins” (potential innovators who are thwarted by poverty and inequality in rich countries) and, more importantly, the hundreds of millions of kids in developing countries dealing with even worse education systems than those in depressed communities in the rich world. What if living ethically for the far future means living ethically now? Beckstead mentions some other broad, or very broad, ideas (these are all his descriptions): Help make computers faster so that people everywhere can work more efficiently Change intellectual property law so that technological innovation can happen more quickly Advocate for open borders so that people from poorly governed countries can move to better-governed countries and be more productive Meta-research: improve incentives and norms in academic work to better advance human knowledge Improve education Advocate for political party X to make future people have values more like political party X ”If you look at these areas (economic growth and technological progress, access to information, individual capability, social coordination, motives) a lot of everyday good works contribute,” Beckstead writes. “An implication of this is that a lot of everyday good works are good from a broad perspective, even though hardly anyone thinks explicitly in terms of far future standards.” Look at those examples again: It’s just a list of what normal altruistically motivated people, not effective altruism folks, generally do. Charities in the US love talking about the lost opportunities for innovation that poverty creates. Lots of smart people who want to make a difference become scientists, or try to work as teachers or on improving education policy, and lord knows there are plenty of people who become political party operatives out of a conviction that the moral consequences of the party’s platform are good. All of which is to say: Maybe effective altruists aren’t that special, or at least maybe we don’t have access to that many specific and weird conclusions about how best to help the world. If the far future is what matters, and generally trying to make the world work better is among the best ways to help the far future, then effective altruism just becomes plain ol’ do-goodery.

### Appeasement DA

#### Third Off, Appeasement Disadvantage:

#### I will concede their argument, that Public Space Exploration will be done cooperatively between the US and Russia. I will argue that’s bad. Cooperation is pocketed as appeasement.

Payne 17 – Served in the Department of Defense as the Deputy Assistant Secretary of Defense for Forces Policy Dr. Keith B. Payne, “Russian strategy Expansion, crisis and conflict,” Comparative Strategy, 2017. <https://www.tandfonline.com/doi/pdf/10.1080/01495933.2017.1277121?needAccess=true>

--Cooperative relationship doesn’t work when Russia is resurgent and bent on seizing everything – they’ll pocket any concessions

--Clear revisionism based on actions in Georgia and Crimea

--Western restraint doesn’t moderate – it’s no different than Neville chamberlain giving munich to Hitler – lack of resolve means putin seizes more and more and gets emboldened

--Plan perceived as appeasement

Clearly, past U.S. planning assumptions that focus on a cooperative relationship between Russia and the West have proven to be invalid, and the U.S. and NATO must now revise those past assumptions and adjust to new and disturbing realities. Both U.S. and NATO leaders have stated so publicly. On May 27, 2015, NATO Secretary General Jens Stoltenberg gave a presentation in Washington, D.C. on contemporary security challenges for NATO. Stoltenberg spoke on the need to adapt to the changed security environment and warned: The challenges we see coming from the east are clear, and they are coming from a resurgent Russia. Russia’s illegal and illegitimate annexation of Crimea and its continued destabilization of Ukraine have brought armed conflict back to Europe. This conflict has already cost over 6,000 lives. There are continuous ceasefire violations, and heavy fighting could flare up at any moment. … But we cannot look at Russia’s aggressive actions in Ukraine in isolation. They are part of a disturbing pattern of Russian behaviour that goes well beyond Ukraine.20

Similarly, in June 2015, during a visit to Poland, Gen. Breedlove spoke publicly about his concern that Russia was not behaving as a responsible nuclear power. He is reported to have stated that, “rhetoric which ratchets up tensions in a nuclear sense is not a responsible behavior.”21 In July 2015, several senior U.S. military leaders stated that Russia is the top threat to U.S. national security,22 and in August, 2015, U.S. Secretary of Defense Ashton Carter stated that Russia is a “very, very significant threat.” Carter referred to Russia under Vladimir Putin as “an antagonist” and called this a new development that “we need to adjust to and counter.”23 Bottom line. Despite widespread Western expectations of a post-Cold War cooperative relationship, Russia’s grand strategy and actions cannot be dismissed as mere bluster for domestic consumption or as insignificant flights of fancy. Overall, Russia’s goals and behavior appear to be a formula for further crises and conflict with the West. Of greatest concern is the prospect of misunderstanding, overreach, and escalation, whether intended or unintended. Recent Russian actions are already changing the calculus of other countries and this dynamic is undermining U.S. efforts toward a stable international order. What, therefore, should the United States do in response to contemporary Russian grand strategy with its corresponding hostile actions toward the United States and its allies? In particular, what should the U.S. prepare to do to deter further Russian acts of aggression and to respond to those actions that are not deterred? Competing Narratives on the Way Ahead. Two distinct and competing narratives have been offered regarding how the United States should respond to the series of recent Russian incursions. One commentary suggests that Russian military operations, in Syria for example, are “not worth a lot of worry” and that, “The portrayal of Vladimir Putin as a grand chess master, shrewdly rebuilding the Russian empire through strength and wiles, is laughable.”24 The general rationale underlying this narrative is that Russian strategy and its execution reveals incompetence among Russia’s top leaders that will collapse as the result of the increasing burdens on an already sick Russian economy and corrupt bureaucracy. The conclusion of this narrative is that the United States need not take actions to shore up its position—military and other—relative to Russia. One such assessment calls the existing U.S. advantage “gigantic” and concludes that: “The United States does not need bold action to shore up its gigantic advantage relative to Russia. It only needs to allow Putin to keep on blundering. It also does not need to engage in a costly arms race, given doubts that Russia can live up to its own military modernization targets.” And, “Instead of struggling to cobble together a response to Russian hybrid warfare, NATO should do very little in response.” 25 A driving concern behind this minimalist approach is the specter of provoking Russia and the potential for nuclear escalation. A strong U.S. response to Russian aggression—such as Russian seizure of some portion of Baltic territory—would incur “the costs of conventional fighting” as well as “the risk of a nuclear exchange.” A strong response to a Russian attack, “would come as a terrifying shock to Russian leaders” who might “lash out in anger and frustration rather than seeking some way of limiting the damage.”26 As evidence of this potential danger, proponents of this narrative point to the Russian doctrine of nuclear first use. These proponents, by their own logic and recommendations, validate obvious Russian hopes that the West will be deterred from action by Russia’s nuclear threats. The issue that this position raises, of course, is whether relative Western restraint inspires Russian moderation or the greater exploitation of opportunity. Available evidence suggests the latter. To wit, how much more, how much longer, and whom else should the West be willing to give up to Russian expansionism in the hope of avoiding further conflict? Will further Western passivity simply create greater dangers? As Winston Churchill famously said of Neville Chamberlain’s choice of conciliatory policies during the late 1930s, “You were given the choice between war and dishonor. You chose dishonor and you will have war.” Regarding the potential for future incursions by Russian military forces, noted Russian defense journalist Alexander Golts, commented, “Unfortunately, the West’s lack of resolve could embolden Moscow toward further adventurism.”27

#### Putin soft power is low now, and that prevents Baltic adventurism that goes nuclear - legitimizing him through appeasement gives him an opening to make information warfare succeed.

Kagan 19 - American resident scholar at the American Enterprise Institute, and a former professor of military history at the U.S. Military Academy at West Point, less famous brother of our favorite neighborhood neocon Robert Kagan Frederick W. Kagan, “CONFRONTING THE RUSSIAN CHALLENGE: A NEW APPROACH FOR THE U.S.,” Institute for the Study of War. June 2019. <https://www.politico.com/f/?id=0000016b-6eef-dc80-a3ff-ffff778c0000> \*\*\*Apologies for it being super condensed - it’s a 90 pg article

The Russian threat’s effectiveness results mainly from the West’s weaknesses. NATO’s European members are not meeting their full commitments to the alliance to maintain the fighting power needed to deter and defeat the emerging challenge from Moscow. Increasing political polarization and the erosion of trust by Western peoples in their governments creates vulnerabilities that the Kremlin has adroitly exploited. Moscow’s success in manipulating Western perceptions of and reactions to its activities has fueled the development of an approach to warfare that the West finds difficult to understand, let alone counter. Shaping the information space is the primary effort to which Russian military operations, even conventional military operations, are frequently subordinated in this way of war. Russia obfuscates its activities and confuses the discussion so that many people throw up their hands and say simply, “Who knows if the Russians really did that? Who knows if it was legal?”—thus paralyzing the West’s responses. Putin’s Program Putin is not simply an opportunistic predator. Putin and the major institutions of the Russian Federation have a program as coherent as that of any Western leader. Putin enunciates his objectives in major speeches, and his ministers generate detailed formal expositions of Russia’s military and diplomatic aims and its efforts and the methods and resources it uses to pursue them. These statements cohere with the actions of Russian officials and military units on the ground. The common perception that he is opportunistic arises from the way that the Kremlin sets conditions to achieve these objectives in advance. Putin closely monitors the domestic and international situation and decides to execute plans when and if conditions require and favor the Kremlin. The aims of Russian policy can be distilled into the following: Domestic Objectives Putin is an autocrat who seeks to retain control of his state and the succession. He seeks to keep his power circle content, maintain his own popularity, suppress domestic political opposition in the name of blocking a “color revolution” he falsely accuses the West of preparing, and expand the Russian economy. Putin has not fixed the economy, which remains corrupt, inefficient, and dependent on petrochemical and mineral exports. He has focused instead on ending the international sanctions regime to obtain the cash, expertise, and technology he needs. Information operations and hybrid warfare undertakings in Europe are heavily aimed at this objective. External Objectives Putin’s foreign policy aims are clear: end American dominance and the “unipolar” world order, restore “multipolarity,” and reestablish Russia as a global power and broker. He identifies NATO as an adversary and a threat and seeks to negate it. He aims to break Western unity, establish Russian suzerainty over the former Soviet States, and regain a global footprint. Putin works to break Western unity by invalidating the collective defense provision of the North Atlantic Treaty (Article 5), weakening the European Union, and destroying the faith of Western societies in their governments. He is reestablishing a global military footprint similar in extent the Soviet Union’s, but with different aims. He is neither advancing an ideology, nor establishing bases from which to project conventional military power on a large scale. He aims rather to constrain and shape America’s actions using small numbers of troops and agents along with advanced anti-air and anti-shipping systems. Recommendations A sound U.S. grand strategic approach to Russia: • Aims to achieve core American national security objectives positively rather than to react defensively to Russian actions; • Holistically addresses all U.S. interests globally as they relate to Russia rather than considering them theater-by-theater; • Does not trade core American national security interests in one theater for those in another, or sacrifice one vital interest for another; • Achieves American objectives by means short of war if at all possible; • Deters nuclear war, the use of any nuclear weapons, and other Weapons of Mass Destruction (WMD); • Accepts the risk of conventional conflict with Russia while seeking to avoid it and to control escalation, while also ensuring that American forces will prevail at any escalation level; • Contests Russian information operations and hybrid warfare undertakings; and • Extends American protection and deterrence to U.S. allies in NATO and outside of NATO. Such an approach involves four principal lines of effort. Constrain Putin’s Resources. Russia uses hybrid warfare approaches because of its relative poverty and inability to field large and modern military systems that could challenge the U.S. and NATO symmetrically. Lifting or reducing the current sanctions regime or otherwise facilitating Russia’s access to wealth and technology could give Putin the resources he needs to mount a much more significant conventional threat—an aim he had been pursuing in the early 2000s when high oil prices and no sanctions made it seem possible. Disrupt Hybrid Operations. Identifying, exposing, and disrupting hybrid operations is a feasible, if difficult, undertaking. New structures in the U.S. military, State Department, and possibly National Security Council Staff are likely needed to: 1. Coordinate efforts to identify and understand hybrid operations in preparation and underway; 2. Develop recommendations for action against hybrid operations that the U.S. government has identified but are not yet publicly known; 3. Respond to the unexpected third-party exposure of hybrid operations whether the U.S. government knew about the operations or not; 4. Identify in advance the specific campaign and strategic objectives that should be pursued when the U.S. government deliberately exposes a particular hybrid operation or when third parties expose hybrid operations of a certain type in a certain area; 5. Shape the U.S. government response, particularly in the information space, to drive the blowback effects of the exposure of a particular hybrid operation toward achieving those identified objectives; and 6. Learn lessons from past and current counter-hybrid operations undertakings, improve techniques, and prepare for future evolutions of Russian approaches in coordination with allies and partners. The U.S. should also develop a counter-information operations approach that uses only truth against Russian narratives aimed at sowing discord within the West and at undermining the legitimacy of Western governments. Delegitimize Putin as a Mediator and Convener. Recognition as one of the poles of a multipolar world order is vital to Putin. It is part of the greatness he promises the Russian people in return for taking their liberty. Getting a “seat at the table” of Western-led endeavors is insufficient for him because he seeks to transform the international system fundamentally. He finds the very language of being offered a seat at the West’s table patronizing. He has gained much more legitimacy as an international partner in Syria and Ukraine than his behavior warrants. He benefits from the continuous desire of Western leaders to believe that Moscow will help them out of their own problems if only it is approached in the right way. The U.S. and its allies must instead recognize that Putin is a self-declared adversary who seeks to weaken, divide, and harm them—never to strengthen or help them. He has made clear in word and deed that his interests are antithetical to the West’s. The West should therefore stop treating him as a potential partner, but instead require him to demonstrate that he can and will act to advance rather than damage the West’s interests before engaging with him at high levels. The West must not trade interests in one region for Putin’s help in another, even if there is reason to believe that he would actually be helpful. Those working on American policy in Syria and the Levant must recognize that the U.S. cannot afford to subordinate its global Russia policy to pursue limited interests, however important, within the Middle East. Recognizing Putin as a mediator or convener in Syria—to constrain Iran’s activities in the south of that country, for example—is too high a price tag to pay for undermining a coherent global approach to the Russian threat. Granting him credibility in that role there enhances his credibility in his self-proclaimed role as a mediator rather than belligerent in Ukraine. The tradeoff of interests is unacceptable. Nor should the U.S. engage with Putin about Ukraine until he has committed publicly in word and deed to what should be the minimum non-negotiable Western demand—the recognition of the full sovereignty of all the former Soviet states, specifically including Ukraine, in their borders as of the dates of their admission as independent countries to the United Nations, and the formal renunciation (including the repealing of relevant Russian legislation) of any right to interfere in the internal affairs of those states Defend NATO. The increased Russian threat requires increased efforts to defend NATO against both conventional and hybrid threats. All NATO members must meet their commitments to defense spending targets—and should be prepared to go beyond those commitments to field the forces necessary to defend themselves and other alliance members. The Russian base in Syria poses a threat to Western operations in the Middle East that are essential to protecting our own citizens and security against terrorist threats and Iran. Neither the U.S. nor NATO is postured to protect the Mediterranean or fight for access to the Middle East through the eastern Mediterranean. NATO must now prepare to field and deploy additional forces to ensure that it can win that fight. The West should also remove as much ambiguity as possible from the NATO commitment to defend member states threatened by hybrid warfare. The 2018 Brussels Declaration affirming the alliance’s intention to defend member states attacked by hybrid warfare was a good start. The U.S. and other NATO states with stronger militaries should go further by declaring that they will come to the aid of a member state attacked by conventional or hybrid means regardless of whether Article 5 is formally activated, creating a pre-emptive coalition of the willing to deter Russian aggression. Bilateral Negotiations. Recognizing that Russia is a self-defined adversary and threat does not preclude direct negotiations. The U.S. negotiated several arms control treaties with the Soviet Union and has negotiated with other self-defined enemies as well. It should retain open channels of communication and a willingness to work together with Russia on bilateral areas in which real and verifiable agreement is possible, even while refusing to grant legitimacy to Russian intervention in conflicts beyond its borders. Such areas could include strategic nuclear weapons, cyber operations, interference in elections, the Intermediate Nuclear Forces treaty, and other matters related to direct Russo-American tensions and concerns. There is little likelihood of any negotiation yielding fruit at this point, but there is no need to refuse to talk with Russia on these and similar issues in hopes of laying the groundwork for more successful discussions in the future. INTRODUCTION The Russian challenge is a paradox. Russia’s nuclear arsenal poses the only truly existential threat to the United States and its allies, but Russia’s conventional military forces have never recovered anything like the power of the Soviet military. Those forces pose a limited and uneven threat to America’s European allies and to U.S. armed forces, partially because many U.S. allies are not meeting their NATO defense spending commitments. Russia is willing and able to act more rapidly and accept greater risk than Western countries because of its autocratic nature. Its cyber capabilities are among the best in the world, and it is developing an information-based way of war that the West has not collectively properly understood, let alone begun developing a response to. That information-based warfare has included attempts to affect and disrupt elections in the U.S. and allied states. The complexity and paradoxical nature of the Russian threat is perhaps its greatest strength. It is one of the key reasons for the failure of successive American administrations and U.S. partners around the world to develop a coherent strategy for securing themselves and their people and advancing their interests in the face of Russian efforts against them. The West’s lack of continuous focus on the Russian challenge has created major gaps in our collective understanding of the problem—another key reason for our failure to develop a sound counter-strategy. American concerns about Russia are bifurcated, moreover. Many Americans see the Russian threat primarily as a domestic problem: Moscow’s interference in the 2016 presidential election, attempts to interfere in the 2018 midterm election, and efforts to shape the 2020 elections. The U.S. national security establishment acknowledges the domestic problem but is generally more concerned with the military challenges a seemingly reviving Russia poses to U.S. NATO allies and other partners in the Euro-Atlantic region; with Russia’s activities in places like Syria and Venezuela; and with Russia’s outreach to rogue states such as North Korea and Iran. Even that overseas security concern, however, is pervaded by complexity and some confusion. The recommendations of the current U.S. National Security Strategy (NSS) and National Defense Strategy (NDS) are dominated by responses to much-trumpeted Russian investments in the modernization of conventional and nuclear forces. At the same time, those documents acknowledge the importance of Russian capabilities at the lower end of the military spectrum and in the non-military realms of information, cyber, space, information, and economic efforts. Americans thus generally agree that Russia is a threat to which the U.S. must respond in some way, but the varying definitions of that threat hinder discussion of the appropriate response. Russia has entangled itself sufficiently in American partisan politics that conversation about the national security threat it poses is increasingly polarized. We must find a way to transcend this polarization to develop a strategy to secure the U.S. and its allies and advance U.S. interests, despite Russian efforts to undermine America’s domestic politics. AMERICAN INTERESTS—WHAT IS AT STAKE The Ideals of the American Republic The stakes in the Russo-American conflict are high. Russian leader Vladimir Putin seeks to undermine confidence in democratically elected institutions and the institution of democracy itself in the United States and the West.1 He is trying to interfere with the ability of American and European peoples to choose their leaders freely2 and is undermining the rules-based international order on which American prosperity and security rest. His actions in Ukraine and Syria have driven the world toward greater violence and disorder. The normalization of Putin’s illegal actions over time will likely prompt other states to emulate his behavior and cause further deterioration of the international system. Moscow’s war on the very idea of truth has been perhaps the most damaging Russian undertaking in recent years. The most basic element of the Russian information strategy, which we will consider in more detail presently, is the creation of a sense of uncertainty around any important issue. Russia’s strategy does not require persuading Western audiences that its actions in Ukraine’s Crimean Peninsula or the Kerch Strait, which connects the Black Sea and the Sea of Azov, for example, were legal or justified.3 It is enough to create an environment in which many people say simply, “who knows?” The “who knows?” principle feeds powerfully into the phenomena of viral “fake news,” as well as other falsehoods and accusations of falsehoods which, if left unchecked, will ultimately make civil discourse impossible. The Kremlin’s propaganda does not necessarily need its target audiences to believe in lies; its primary goal is to make sure they do not believe in the truth. This aspect of Putin’s approach is one of the greatest obstacles to forming an accurate assessment and making recommendations. It is also one of the most insidious threats the current Russian strategy poses to the survival of the American republic. The good news is that the war on the idea of truth does not involve military operations or violence, though it can lead to both. The bad news is that it is extraordinarily difficult to identify, let alone to counter. Yet we must counter it if we are to survive as a functioning polity. American Prosperity The debate about the trade deficit and tariffs only underscores the scale and importance of the role Europe plays in the American economy. Europe is the largest single market for American exports and the second-largest source of American imports, with trade totaling nearly $1.1 trillion.4 American exports to Europe are estimated to support 2.6 million jobs in the U.S.5 Significant damage to the European economy, let alone the collapse of major European states or Europe itself, would devastate the U.S. economy as well. American prosperity is tightly interwoven with Europe’s. American prosperity also depends on Europe remaining largely democratic, with market-based economies, and subscribing to the idea of a rulesbased international order. The re-emergence of authoritarian regimes in major European states, which would most likely be fueled by a resurgence of extremist nationalism, would lead to the collapse of the entire European system, including its economic foundations. European economic cooperation rests on European peace, which in turn rests on the continued submergence of extremist nationalism and adherence to a common set of values. Russian actions against Western democracies and support for extremist groups, often with nationalist agendas, reinforce negative trends emerging within Europe itself. These actions therefore constitute a threat to American prosperity and security over the long term. The American economy also depends on the free flow of goods across the world’s oceans and through critical maritime chokepoints. Russia posed no threat to those chokepoints after the Soviet Union fell, but that situation is changing. The establishment of what appears to be a permanent Russian air, land, and naval base on the Syrian coast gives Russia a foothold in the Mediterranean for the first time since 1991. Russian efforts to negotiate bases in Egypt and Libya and around the Horn of Africa would allow Moscow to threaten maritime and air traffic through the Suez Canal and the Red Sea.6 Since roughly 3.9 million barrels of oil per day transited the Suez in 2016, to say nothing of the food and other cargo moving through the canal, Russian interference would have significant impacts on the global economy—and therefore on America’s economy.7 Russia’s efforts to establish control over the maritime routes opening in the Arctic also threaten the free movement of goods through an emerging set of maritime chokepoints.8 Those efforts are even more relevant to the U.S. because the Arctic routes ultimately pass through the Bering Strait, the one (maritime) border America shares with Russia. Russian actions can hinder or prevent the U.S. and its allies from benefiting from the opening of the Arctic. Russia is already bringing China into the Arctic region through energy investment projects and negotiations about the use of the Northern Sea Route, despite the fact that China is a state with no Arctic territory or claims.9 NATO The collective defense provision of the NATO treaty (known as Article 5) has been invoked only once in the 70-year history of the alliance: on September 12, 2001, on behalf of the United States. NATO military forces provided limited but important assistance to the U.S. in the immediate wake of the 9/11 attacks, including air surveillance patrols over the United States, and have continued supporting the U.S. in the long wars that followed. NATO established military missions in both Iraq and Afghanistan in the next two decades, deploying tens of thousands of soldiers to fight and to train America’s Iraqi and Afghan partners. American allies, primarily NATO members, have suffered more than 1,100 deaths in the Afghan war, slightly under half the number of U.S. deaths.10 The non-U.S. NATO member states collectively spent roughly $313 billion on defense in 2018—about half the American defense budget.11 The failure of most NATO members to meet their commitment to spend 2 percent of their GDP on defense is lamentable and must be addressed. But the fact remains that the alliance and its members have spent large amounts of blood and treasure fighting alongside American forces against the enemies that attacked the U.S. homeland two decades ago, and that they provide strength and depth to the defense of Europe, which remains of vital strategic importance to the United States. The U.S. could not come close to replacing them without significantly increasing its own defense spending and the size of the U.S. military—to say nothing of American casualties. NATO is also the most effective alliance in world history by the standard that counts most: it has achieved its founding objective for 70 years. The alliance was formed in 1949 to defend Western Europe from the threat of Soviet aggression, ideally by deterring Soviet attack, and has never needed to fight to defend itself. The United States always provided the preponderance of military force for the alliance, but the European military contribution has always been critical as well. American conventional forces throughout the Cold War depended on the facilities and the combat power of European militaries, and the independent nuclear deterrents of France and Great Britain were likely as important to deterring overt Soviet aggression as America’s nuclear arsenal. The Soviets might have come to doubt that the U.S. would risk nuclear annihilation to defend Europe, but they never doubted that France and Britain would resort to nuclear arms in the face of a Soviet invasion. Has NATO become irrelevant with the passing of the Cold War and the drawdown of U.S. forces from Iraq and Afghanistan? Only if the threat of war has passed and Europe itself has become irrelevant to the United States. Neither is the case. Europe’s survival, prosperity, and democratic values remain central to America’s well-being, as noted above, and today’s global environment makes war more likely than it has been since the collapse of the Soviet Union. It is not a given that Europe will remain democratic and a part of the international rules-based order if NATO crumbles. The U.S. can and should continue to work with its European partners to increase their defense expenditures and, more to the point, military capabilities (for which the percent of GDP spent on defense is not a sufficient proxy). The U.S. must also recognize the centrality of the alliance to America’s own security, as both the National Security Strategy and the National Defense Strategy do.12 The maintenance and defense of NATO itself is a core national security interest of the United States. Cyber Russia is one of the world’s leading cyber powers, competing with the U.S. and China for the top spot, at least in offensive cyber capabilities. Russian hacking has become legendary in the U.S. thanks to Russia’s efforts to influence the 2016 presidential campaign, but Russia has turned its cyber capabilities against its neighbors in other damaging ways. Russia attacked Estonia in 2007 with a massive distributed denial-of-service attack. It attacked Ukrainian computers with the NotPetya malware in 2017, which eventually caused billions of dollars in damage, including in the Americas.13 It also employed cyberattacks in coordination with its ground invasions of Georgia in 2008 and Ukraine in 2014. Fears of Russian cyber capabilities are warranted. This report does not consider the Russian cyber challenge in detail because others with far more technical expertise and support are actively engaged in combating it, defending against it, and deterring it. Our sole contribution in this area will be to consider it in the specific context of information operations support for hybrid operations in the recommendations section below. This approach stems from the recognition that the Kremlin’s cyber operations largely serve as enablers for its larger campaigns, rather than as a main effort. One must note, however, that while deterrence with conventional and nuclear forces prevents attacks, the United States is subject to cyberattack every day and has not established an effective means of retaliation, and thus deterrence. Weapons of Mass Destruction Russia’s nuclear arsenal is large enough to destroy the United States completely. The U.S. currently has no fielded ability to defend against a full-scale Russian nuclear attack—nor can Russia defend against a U.S. nuclear attack. American missile defense systems, by design, do not have the characteristics or scale necessary to shoot down any important fraction of the number of warheads the Russians have aimed at the U.S. from land- and sea-based launch platforms. America’s security against Russian nuclear attack today rests on the same principle as it has since the Russians first acquired nuclear weapons: deterrence. Russia also lacks the ability to shoot down American land- or sea-launched missiles and may not even be able reliably to shoot down U.S. nuclear-armed fifth-generation bombers. Deterrence is extremely likely to continue to work against Putin, who is a rational actor without the kinds of apocalyptic visions that might lead another leader to opt for annihilation in pursuit of some delusional greater good.14 The U.S. must pursue necessary modernization of its nuclear arsenal to sustain the credibility of its nuclear deterrent forces, but there is no reason to fear that deterrence will fail against Putin if it does so.15 It is less clear that Russia will continue to abide by its commitments to abjure chemical weapons, however. Russian agents have already conducted several chemical attacks, bizarrely using distinctive, military-grade chemical agents in attempted assassinations in the United Kingdom.16 Putin has also given top cover to Syrian President Bashar al-Assad’s use of chemical weapons against his own people, despite Russia’s formal role in guaranteeing Assad’s adherence to his 2013 promise to destroy his chemical weapons stockpile and refrain from any such use.17 Periodic Russian-inspired “rumors” that Western military personnel and Ukraine—which has no chemical weapons program—were planning to use chemical weapons on Ukrainian territory raise the concern that Russian agents provocateurs might conduct false flag operations of their own.18 Russia has the capability to produce chemical weapons at will—as does any industrialized state—but it is now showing that it may be willing to do so and to use them. The Soviet Union also maintained a vibrant biological weapons program. Russia has not thus far shown any signs of having restarted it or of having any intent to do so. The completely false claims that the U.S. has built biological weapons facilities in Russia’s neighboring states raise some concern on this front, since they could theoretically provide cover for the use of Russia’s own biological weapons, but they are more likely intended to influence the information space and justify other Russian actions.19 Terrorism Russia poses several challenges to any sound American approach to counter-terrorism. In addition to Iran, the world’s most prolific state sponsor of terrorism, Moscow’s preferred partners in the Middle East are those whose actions most directly fuel the spread of Salafi-jihadi groups. Russia encouraged and supported systematic efforts to eliminate moderate, secular opposition groups in Syria to the benefit of the Salafi-jihadi groups. Putin aims to expel or constrain the U.S. in the Middle East and establish his own forces in key locations that would allow him to disrupt American efforts to re-engage.20 Russia is the co-leader of a political and military coalition that includes Iran, Lebanese Hezbollah, the Assad regime, and Iranian-controlled Iraqi Shi’a militias.21 Russia provides most of the air support to that coalition in Syria, as well as special forces troops (SPETSNAZ), intelligence capabilities, air defense, and long-range missile strikes.22 That coalition’s campaign of sectarian cleansing has driven millions of people from their homes, fueling the refugee crisis that has damaged Europe.23 The coalition seeks to reimpose a minoritarian ‘Alawite dictatorship in Syria and a militantly anti-American and anti–Sunni Arab government in Iraq.24 The atrocities Russian forces themselves have committed, including deliberate and precise airstrikes against hospitals, have increased the sense of desperation within the Sunni Arab community in Syria, which Salafi-jihadi groups such as ISIS and al Qaeda have exploited.25 Russia supported Assad’s campaign to destroy the non-Salafi-jihadi opposition groups opposing him—particularly those backed by the U.S.—to aid the narrative that the only choices in Syria were Assad’s government or the Salafi-jihadis.26 That narrative was false in 2015 when Russian forces entered the fight but has become much truer following their efforts.27 Russia backed this undertaking with military force, but even more powerfully with information operations that continually hammered on the theme that the U.S. itself was backing terrorists in Syria and Russia was fighting ISIS.28 The insidiousness of the Russian demands that the U.S. remove its forces from Syria is masked by the current U.S. administration’s desire to do exactly that.29 One can argue the merits of keeping American troops in Syria or pulling them out— and this is not the place for that discussion—but the choice should be America’s. At the moment it still is. The consolidation of Russian anti-access/ area-denial (A2/AD) systems in Syria, however, together with the prospect of the withdrawal (or expulsion) of American forces from Iraq (or the closure of Iraqi airspace to support U.S. operations in Syria), could severely complicate American efforts to strike against terrorist threats that will likely re-emerge in Syria over time.30 The more the U.S. relies on an over-the-horizon strategy of precision strikes against terrorists actively planning attacks on the American homeland, the more vulnerable it becomes to the potential disruption of those strikes by Russian air defense systems, whether operated openly by Russians or nominally by their local partners. RUSSIA’S OBJECTIVES Mention of Putin’s objectives or of any systematic effort to achieve them almost always elicits as a response the assertion that Putin has no plan: Putin has no strategy; there is no Russian grand strategy, and so on. The other extreme of the debate considers Putin a calculated strategist with a grand master plan. The question of whether Putin has a plan, however that word is meant by those who assert that he does not, has important consequences for any American strategy to advance U.S. interests with regard to Russia. The trouble is that it is not clear what it would mean for Putin to have a plan or to lack one. We must first consider that more abstract question before addressing whether he has one. To have a plan usually means to have articulated goals, specific methods by which one will seek to achieve those goals, and identified means required for those methods to succeed. Goals, methods, and means can range from very specific to extremely vague and can be more flexible or more rigid. Specificity and flexibility can vary among the elements of this triad, moreover—goals may be very specific and rigid, methods general and flexible, means specific and flexible, or any other logical combination. When considering the question of Putin’s plan, therefore, we must break the discussion down into these four components: Does he have goals? Has he determined methods of achieving his goals? Has he specified resources required for those methods? How specific and how flexible are his goals, his methods, and the resources he allocates? Putting this discussion in context is helpful. Does a U.S. president have “a plan”? Not in any technical or literal sense. Every U.S. administration produces not a plan, but a National Security Strategy that is generally long on objectives—often reasonably specific—and very short on details of implementation (methods). Different national security advisers oversee processes within the White House to build out implementation details to greater or lesser degrees, but the actual implementation plans (methods) are developed by the relevant Cabinet departments. Those departments are also generally responsible for determining the resources that will be needed to implement their plans. The White House must then approve both the plans themselves and the allocation of the requested resources—and then must persuade Congress actually to appropriate the resources in the way the White House wishes to allocate them. This entire process takes more than a year from the start of a new administration and is never complete—the world changes, personnel turn over, and annual budget cycles and mid-term elections cause significant flutter. The one thing that does not happen is that a president receives and signs a “plan” with clear goals, detailed and specified methods, and the specific resources required, which is then executed.31 Putin does not have more of a plan than the U.S. does. It is virtually certain that he also lacks any such clear single document laying out the goals, methods, and means that he and his ministers are executing. But does he have as much of a plan as Presidents George W. Bush, Barack Obama, and Donald Trump have had? By all external signs, he does. Putin has clearly articulated a series of overarching objectives and goals for Russia’s foreign policy and national security. Putin has been continuously communicating them through various media, including Russia’s doctrinal documents, regular speeches, his senior subordinates, and the Kremlin’s vast propaganda machine for the past two decades. Russia has a foreign policy concept similar in scope and framing to the U.S. National Security Strategy, a military doctrine similar to the U.S. National Defense Strategy, and a series of other strategies (such as maritime, information security, and energy security) relating to the other components of national power and interest.32 These documents remain very much living concepts and have gone through multiple revisions in the decades since the fall of the Soviet Union. Through regular speeches, Putin consistently communicates his goals and the key narratives that underpin Russian foreign policy. He makes an annual speech to the Russian Federal Assembly that is similar in some respects to the U.S. president’s State of the Union address. Putin’s addresses tend to be even more specific (and much more boring) in presenting the previous year’s accomplishments and an outline of goals and intentions for the next year.33 Russia’s doctrines and concepts match Putin’s speeches closely enough to suggest that there is some connection between them. Putin also makes other regular speeches, including at the UN General Assembly, the Valdai Discussion Club, the Munich Security Conference at times, and during lengthy press conferences with the Russian media. These remarks are usually rather specific in their presentation of his objectives and sometimes, some of the means by which he intends to pursue them. Such speeches are neither less frequent nor less specific than the major policy speeches of American presidents. The widespread belief that Putin is simply or even primarily an opportunist who reacts to American or European mistakes is thus erroneous. Nor is Putin’s most common rhetorical trope—that he is the innocent victim forced to defend Russia against unjustified Western aggression—tethered to reality.34 Putin’s statements, key Russian national security documents, and the actions of Putin’s senior subordinates over the two decades of his reign cannot be distilled into a “plan,” but rather represent a set of grand strategic aims and strategic and operational campaigns underway to achieve them. Putin has remained open and consistent about his core objectives since his rise to power in 1999: the preservation of his regime, the end of American “global hegemony,” and the restoration of Russia as a mighty force to be reckoned with on the international stage. Some of his foreign policy pursuits are purely pragmatic and aimed at gaining resources; others are intended for domestic purposes and have nothing to do with the West. Putin has articulated a vision of how he wants the world to be and what role he wishes Russia to play in it. He seeks a world without NATO, where the U.S. is confined to the Western Hemisphere, where Russia is dominant over the former Soviet countries and can do what it likes to its own people without condemnation or oversight, and where the Kremlin enjoys a veto through the UN Security Council over actions that any other state wishes to take beyond its borders.35 He is working to bring that vision to reality through a set of coherent, mutually supporting, and indeed, overlapping lines of effort. He likely allows his subordinates a great deal of latitude in choosing the specific means and times to advance those lines of effort—a fact that makes it seem as if Russian policy is simply opportunistic and reactive. But we must not allow ourselves to be deluded by this impression any more than by other Russian efforts to shape our understanding of reality. Putin’s Domestic Objectives Maintaining relative contentment within his power circle is a key part of regime preservation. Putin has a close, trusted circle of senior subordinates, including several military and intelligence officials who have been with him for the past 20 years.36 His power circle has several outer layers, which include—but are not limited to—major Russian businessmen, often referred to as “oligarchs.” The use of the term “oligarch” to describe those who run major portions of the economy is inaccurate, however. Those individuals have power because Putin gives it to them, not because they have any inherent ability to seize or hold it independently. He shuffles them around—and sometimes retires them completely—at his will, rather than in response to their demands.37 They do not check or control Putin either individually or collectively, and they rarely, if ever, attempt to act collectively in any event. Putin controls Russia and its policies as completely as he chooses. This situation is different from the way in which the Soviet Union was ruled after Joseph Stalin’s death in 1953. The post-Stalin USSR really was an oligarchy. Politburo members had their own power bases and fiefdoms. They made decisions—including selecting new members, choosing new leaders, and even firing one leader (Stalin’s successor, Nikita Khrushchev)—by majority vote. There is no equivalent of the Politburo in today’s Russia, no one to balance Putin, and certainly no one to remove him. Putin seeks to keep the closest circle of subordinates and the broader Russian national security establishment content, as they form one of the core pillars of his power. He thus seeks to maintain a relative degree of contentment within various layers of his power structures, including among the “oligarchs.” For example, the Kremlin offered to help mitigate sanctions-related consequences for Russian businessmen.38 Kremlin-linked actors, in another example, reportedly embezzled billions of dollars in the preparations for the 2014 Winter Olympics in Sochi, Russia—the $50 billion price tag of which was the highest for any Olympic games.39 Putin can still retire any of the “oligarchs” at will without fear of meaningful consequences—yet his regime is much more stable if they collectively remain reasonably satisfied. This reality will drive Putin to continue to seek access to resources, legal and illegal, with which to maintain that satisfaction. Maintaining popular support is a core objective of Putin’s policies. Putin is an autocrat with democratic rhetoric and trappings. Putin’s Russia has no free elections, no free media, and no alternative political platforms. He insists, however, on maintaining the “democratic” façade. He holds elections at the times designated by law (even if he periodically causes the law to be amended) and is genuinely (if decreasingly) popular. Nor is his feint at democratism necessarily a pose. The transformation of the Soviet Union into a democracy was the signal achievement of the 1990s.40 Putin played a role in that achievement, supporting St. Petersburg mayor Anatoliy Sobchak, then Boris Yeltsin, in their battles against attempts by communists to regain control and destroy the democracy, and then by an extreme right-wing nationalist party to gain power.41 Putin has called out many weaknesses of the Yeltsin era—but never the creation of a democratic Russia. Putin has not yet shown any sign of formally turning away from democracy as the ostensible basis of his power, although he has constrained the political space within Russia to the point that the elections are a sham. However, were he to abandon the democratic principles to which he still superficially subscribes, he would need fundamentally to redesign the justification of his rule and the nature of his regime. Nevertheless, he can only maintain even the fiction of democratic legitimacy if he remains popular enough to win elections that are not outrageously stolen. He has not been able to fix the Russian economy, despite early efforts to do so. The fall of global oil prices from their highs in the 2000s, as well as the Western sanctions imposed for his actions in Ukraine, among other things, are causing increasing hardship for the Russian people.42 Putin has adopted an information operations approach to this problem by pushing a number of core narratives, evolving over time, to justify his continued rule and explain away the failures of his policies. He has also grown the police state within Russia for situations in which the information operations do not work to his satisfaction. Putin’s justification of his rule has evolved over time. He first positioned himself as the man who will bring order. The 1990s was a decade of economic catastrophe for Russia. Inflation ran wild, unemployment skyrocketed, crime became not only pervasive but also highly organized and predatory, and civil order eroded. Putin succeeded Yeltsin with a promise to change all that. His “open letter to voters” in 2000 contained a phrase fascinating to students of Russian history: “Our land is rich, but there is no order.” That phrase is similar to one supposedly sent by the predecessors of the Russians at the dawn of Russian history to a Viking prince who would come to conquer them: “Our land is rich, but there is no order. Come to rule and reign over us.” By using the first part of that line, Putin, like Riurik, the founder of Russia’s first dynasty, cast himself as the founder of a new Russia in which order would replace chaos.43 Putin’s initial value proposition to his population was thus order and stability. He did, indeed, attempt to bring order to Russia’s domestic scene. Putin strengthened government institutions and curbed certain kinds of crime. He restored control over the region of Chechnya through a brutal military campaign. He tried to work with economic technocrats to bring the economy into some kind of order. The task was immense, however—Soviet leaders had built the entire Russian industrial and agricultural system and economic base in a centralized fashion. Undoing that centralization and creating an economy in which the market really could work was beyond Putin’s skill and patience. He largely abandoned the effort within a few years, both because it was too hard and because it seemed unnecessary.44 The rising price of oil in the early 2000s fueled the Russian economy and filled the government’s coffers on the one hand.45 The genuine structural reforms and innovation that were needed, on the other, also became antithetical to Putin’s ability to maintain control, as government corruption is a powerful tool of influence in Russia. Putin began to erode civil liberties in that period offering the unspoken but clear exchange: Give me your liberties and I will give you prosperity and stability. The 2008 global financial crisis collapsed oil prices, and the post-2014 sanctions regime removed the patches and workarounds Putin had used to offset his failure to transform Russia’s economy. Continuing low oil prices (and sanctions) have prevented it from recovering with much of the rest of the global economy, even as Putin has continued to eschew any real effort to address the systemic failings holding Russia’s economy back. Putin has therefore refocused on a different value proposition: Give me your liberties and I will give you greatness. He is increasingly linking the legitimacy of his own autocracy with Russia’s position on the world stage and with Russia’s ability to stand up to American “global hegemony.”46 Putin has simultaneously erected a narrative to deflect criticism for Russia’s problems onto the West. The West, supposedly fearful of Russia rising and determined to keep Russia down, has thwarted its rightful efforts to regain its proper place in the world at every turn. Putin claims the Russian economy is in shambles because of unjust and illegal sanctions that have nothing to do with Russia’s actions and are simply meant to keep “the Russian bear in chains.”47 Putin has also consistently fostered a complex narrative that combines diverse and—from the Western perspective—often conflicting elements, including Soviet nostalgia, Eastern Orthodoxy, Russian nationalism, and the simultaneous emphasis on Russia’s multiethnic and multireligious character. The importance Putin gives this narrative is visible in things large and small. He has named Russia’s ballistic missile submarines after Romanov tsars and Muscovite princes.48 He issued a decree in 2009 mandating the introduction of religious education in Russian schools, which began in 2012.49 He continues to place a major emphasis on Soviet-era achievements. Putin and his information machine take these various elements, refine and tailor them, and produce a mix of ideas to cater to various parts of the Russian population. We can expect Putin’s narratives to continue to shift to accommodate changing realities, but the current rhetorical linkage between Russia’s position on the world stage and the legitimacy of Putin’s domestic power is concerning. It suggests that Putin may be more stubborn about making and retaining gains in the international arena than he was in the first 15 years of his rule, as he seeks ways to bolster his popularity, which is flagging, and on which his mythos relies. Blocking a “color revolution” in Russia is the overarching justification Putin gives for the erosion of political freedom and the expansion of Russia’s police state. Revolutions overturned post-Soviet governments in Georgia (the Rose Revolution in 2003), Ukraine (the Orange Revolution in 2004), and Kyrgyzstan (the Tulip Revolution in 2005). Putin blamed all of them on efforts by the West, primarily the U.S., to undermine pro-Russian governments, even though all three emerged indigenously and spontaneously without external assistance. He regarded the Ukrainian EuroMaidan Revolution of 2014 as an extension of this phenomenon.50 The rhetoric Putin and other Russian officials and writers use about “color revolutions” is extreme. It paints them as part of a coherent Western effort aimed ultimately at overthrowing the Russian government itself. It is quite possible that Putin believes that there is such an effort underway and that the events that rocked the post-Soviet states were a part of it. Even if he did not believe this when he started to talk about it, he may well have convinced himself of it after 15 years of vituperation on the subject. The notion of a “color revolution” conspiracy against Russia is also a convenient way for Putin to discredit any opposition, an easy way to tar political opponents as foreign agents and traitors, to control and expel foreign non-governmental organizations, and generally to justify the erosion of civil liberties, human rights, and free expression in Russia. It externalizes resistance to Putin’s increasing autocracy while simultaneously providing scapegoats to blame for Russia’s problems. It also creates the narrative basis for casting any Western efforts to constrain Russian actions anywhere as part of a larger effort to set preconditions for a “color revolution” in Moscow. It fuels a narrative to which Russians are historically amenable: that Russia is surrounded and under siege by hostile powers trying to contain or destroy it. Putin can cast almost any action foreign states take of which he does not approve as part of this effort.51 The net effects of this narrative are threefold. First, it tends to consolidate support behind Putin as he presents himself as the defender of Russia against a hostile world—and his near-total control of the information most of his people receive makes it difficult for many to hear and believe any other side. Second, it constantly confronts the West with the suspicion that someone really is trying to orchestrate a conspiracy to cause “regime change” in Russia. Although no state or alliance has had any such objective since the fall of the Soviet Union in 1991, the negative connotations of even the idea of attempting regime change create opposition to policies labeled in this way. Third, it also creates opposition to a potential peaceful change in the nature of the Russian regime from within, as Putin has associated the idea of political change with the “color revolution” prism of chaos, destruction, and an inevitably worsening economy. Putin presents his people a simple (but false) choice between the prospect of going back to something like the chaos and poverty of the 1990s ... or Vladimir Putin. Using the bogey of the “color revolution” conspiracy theory and other narratives, Putin is expanding the already-significant state control over his people’s communications and moving to a more rigid authoritarian model. He has prevented the emergence of any significant political opposition party or leader. Key opposition figures have been murdered, imprisoned, poisoned, and otherwise attacked.52 Putin’s regime suppresses—sometimes brutally— political dissent in the form of peaceful street protests or demonstrations, despite their small sizes.53 The political environment in Russia today is not markedly different from that of the Soviet Union in its last decade. Putin has brought the overwhelming majority of significant Russian media outlets into line with his own desired narratives, presenting the Russian people with a coherent stream of propaganda virtually without deviation. He appears to have decided that even this level of information control is insufficient, however, and has recently begun to assert even greater technical and policy control over Russians’ access to the internet.54 He has not yet matched these activities with recreation of an internal security apparatus on the scale needed to control the population through coercion, intimidation, and force, but he has been steadily expanding the internal security services during his two decades of rule. He has centralized some elements of the internal security apparatus under the control of a loyal lieutenant, but he would need to expand it considerably to be able to rely on it to maintain order by force beyond Moscow and St. Petersburg.55 In assessing whether Putin aims to shift the basis of his rule to more overt dictatorship, one of the key indicators to watch for is further expansion of that apparatus. It is also an indicator of the degree to which he sincerely believes that any sort of “color revolution” is in the offing. Expansion of the Russian economy remains an important component of Putin’s ability to sustain and grow his assertive foreign policy, popular support, and the resources subsidizing his close circle. Putin seems largely to have given up the idea of reforming the economy and has thus set about at least two major undertakings to improve it without reform. Undermining the Western sanctions regime. The imposition of major sanctions on Russia following the invasion of Ukraine and the annexation of Crimea in 2014 has inflicted great damage on the Russian economy. Putin has launched a number of efforts to erode and break those sanctions, both in Europe and in the U.S. Despite repeated declarations about the ineffectiveness of sanctions, Putin clearly believes that nothing would improve the economy more dramatically and rapidly than their elimination. The Mueller Report amply documents Putin’s fear of new sanctions after the 2016 elections and his efforts to deflect them or have them nullified.56 He even went so far as to promise not to retaliate against the sanctions the Obama administration imposed, in hopes of persuading the incoming Trump administration to reverse or block them. His efforts failed, however, as Congress insisted on new sanctions and President Trump did not stop them. Russian activities in Europe have aimed in part to suborn one or more members of the European Union (EU) to refuse to renew the sanctions imposed following Russia’s 2014 invasion of Ukraine. Openly pro-Russian governments in Budapest and now Rome, along with other states that have indicated greater reluctance to continue the sanctions regime, have not yet cast the vote to stop the renewal of sanctions. Putin has not given up, however, and continues to work to shape the political, informational, and economic environment in Europe to make it safe for one country to vote against sanctions renewal—and one vote is all he needs in the consensus-based EU model. The collapse of the sanctions regime and a flood of foreign direct investment into Russia could dramatically increase the resources available to support Putin’s foreign and defense efforts, even without fundamentally addressing the problems of the Russian economy. Putin would likely use those resources to return to the aggressive conventional military buildup he was pursuing before the imposition of sanctions in 2014 and to supercharge his economic efforts to establish Russian influence around the world. Developing new revenue streams is another obvious approach to bringing cash into the Russian economy and government. Russia is at a disadvantage in this regard because of the structural weaknesses of its economy. Its principal exports are almost entirely in the form of mineral wealth—oil, coal, and natural gas, as well as other raw materials. Weapons and military training services are the major industrial export. The use of private military companies (PMCs) such as the Wagner Group is a foreign policy tool for the Kremlin, but also one of the main exportable “services.” Civilian nuclear technology is a niche expertise that Putin is willing to sell as well. Putin has worked hard to expand Russia’s economic portfolios in all these areas. He has pushed both the Nord Stream II and the Turk Stream natural gas pipelines to make Europe ever more heavily dependent on Russian natural gas and to eliminate Russia’s dependency on the Ukrainian gas transit system. His lieutenants are actively negotiating deals throughout the Middle East and Africa to sell civilian nuclear technology. This generates continuous revenue because the states that commit to using Russian nuclear reactor technology will likely become dependent on Russian equipment and expertise to keep it running.57 Russia’s military activities in Syria can be described as a massive outdoor weapons exposition.58 The Russian armed forces have ostentatiously used several advanced weapons systems that were not required for the specific tactical tasks at hand.59 The Russian military staged these displays with the informational and geopolitical aim of demonstrating Russia’s renewed and advanced conventional capabilities. They also showed the effectiveness of weapons and platforms whose export versions are for sale. Russian military hardware salesmen are active throughout the Middle East and are having success. Turkish President Recep Tayyip Erdogan seems committed to purchasing the S-400 air defense system, despite vigorous American and NATO opposition and the threat that the U.S. will refuse to complete planned sales of the F-35 stealth aircraft to Turkey.60 The U.S. should certainly not deliver the F-35 to Turkey if Erdogan proceeds with purchase of the S-400. A Turkish trade of the F-35 for the S-400 would nevertheless be a significant victory for Putin in both economic and political terms. Putin’s efforts to steal arms business from the U.S. would also be assisted by legislation or executive decisions blocking the export of weapons systems to Saudi Arabia over the conduct of the war in Yemen. Income from such sales is a trivial percentage of American net exports, to say nothing of U.S. GDP, but would be much larger in the Russian ledgers, where totals are more than an order of magnitude smaller. The proliferation of Russian PMCs is another potential source of revenue—in addition to being a Kremlin foreign policy tool—although it is hard to assess its significance because of the secrecy surrounding the entire PMC enterprise. The reported numbers of mercenaries deployed by various Russian PMCs are generally in the low hundreds here and there—not large enough, in principle, to suggest that the income from them would be very great. There is no knowing the terms of their contracts, however, or what other activities they might engage in while stationed in poorly governed states rife with corruption and organized crime. None of these activities is likely to generate floods of money into Russia’s coffers in the near term, which is likely why Putin remains so heavily focused on sanctions relief. Putin has no other viable options for obtaining resources on a large scale. A significant increase in the price of hydrocarbons—either oil or natural gas—would once again flood Russia with cash. But Putin has no obvious way of directly causing such an increase in the price of oil, since Russia’s share of the oil market is not large enough to allow him to force price increases on OPEC. His ability to manipulate the price he charges Europeans for natural gas is also constrained. If he raises it too high, he could drive the Europeans to search harder for alternative sources of fuel or, given the Trump Administration’s willingness to export American liquefied natural gas (LNG), to rely on the U.S. instead of Russia. Such a European turn away from Russian gas would be a disaster for Russia. Without the ability to export LNG on a large scale, Russia can only sell gas where the pipelines go—and right now, they go to Europe. Russia could expand cooperation with China to create another major source of cash. Putin is very likely aware of the long-term risks of growing Chinese influence over Russia and its neighbors, yet he still may pursue greater economic ties with Xi Jinping’s China, given the likely calculation that he can control this relationship in the near term. Even so, Chinese cash usually comes with a heavy non-cash price, and Putin is savvy enough to be wary of becoming too dependent on Beijing’s largesse. Russia’s economy is therefore likely critical but stable. None of the economic efforts Putin has put into effect will fix the Russian economy’s fundamental structural flaws. All are palliatives with half-lives. Putin lacks a meaningful plan in this sense—nothing he is saying or doing will create a stable economic basis for Russia’s future. Neither, on the other hand, is Russia heading for a crash. The current level of economic stagnation is likely stable and sustainable—a constraint on Putin’s ability to expand his conventional capabilities and use economic instruments of power abroad, but not a threat to his rule. Russia has been a relatively poor country for much of its history. Yet it has proved capable of asserting itself on the European or global stage for most of that time. Russians are used to being a “poor power”; this is a normal state. These realities do not undercut the value of Western economic pressure on Russia; they should, rather, help set the proper objectives and expectations in applying such pressure. Retaining power constitutionally and managing a succession are the last major domestic campaigns in which Putin is engaged. Putin faces a significant watershed when his current presidential term ends in 2024, as he is constitutionally prohibited from running for re-election again in that cycle. He faced this dilemma in 2008 and chose then to allow Dmitrii Medvedev to become president while he retained effective control of Russian policy from the post of prime minister. He could pursue a similar model in 2024, but it is unlikely that he will do so. Among other things, Medvedev appears to have made at least one decision of which Putin violently disapproved—the failure to veto the UN resolution authorizing intervention in Libya against Moammar Ghaddafi—but he chose not to stop or reverse it. His ability to continue to control Russian policy and, even more, manage his succession from a position nominally subordinate to even a puppetlike president could also become more problematic as he ages. Putin could always cause the Duma to adjust the constitution again to let him run for another term, but he has not been laying the groundwork for such an approach (although it is admittedly early days yet for such an action). He might be pursuing an effort that offers a more interesting potential resolution to the dilemma in the form of further implementation of the Union Treaty with Belarus. He has been actively “negotiating” with Belarusian President Alexander Lukashenko to create a full integration of the Russian and Belarusian armed forces and security services, bringing Belarus nearly completely back under de facto Russian control.61 Belarus would nevertheless remain a nominally independent sovereign state. The integrated forces would function under the rubric of a union of the two states, which would naturally have a president. Putin might shift to that role, retaining full control over the security apparatuses of both states, as well as the dominance he holds by virtue of his control of Russia’s economy and kleptocracy. He could then allow a puppet to take over as Russia’s president but now in a role subordinated to him rather than nominally superior to him. External Objectives Putin has been as explicit as it is possible to be in his overarching foreign policy aims: he seeks to end American dominance and the “unipolar” world order, restore “multipolarity,” and reestablish Russia as a global force to be reckoned with. He identifies NATO as an adversary and a threat and clearly seeks to weaken it and break the bonds between the U.S. and NATO’s European members. Breaking Western unity is thus one of Putin’s core foreign policy objectives. Three major lines of effort support this undertaking: invalidating the collective defense provision of the North Atlantic Treaty (Article 5), weakening or breaking the European Union, and destroying the faith of Western societies in their governments and institutions. Article 5 of the North Atlantic Treaty states that an attack on one member of the alliance is an attack on all, with the requisite defense commitments. The provision’s activation is far from automatic, however. A member state under attack must request support from the alliance whose political body, the North Atlantic Council (NAC), must then vote unanimously to provide it. The alliance has activated Article 5 only once, as noted above, and on behalf of the United States. Putin is working to ensure that it is never activated again. Putin can achieve this by creating a situation in which one or more member states votes against a request to activate Article 5, or in which a member state under attack does not request such a vote for fear that it will fail. If a state under Russian attack does not seek or fails to secure the alliance’s support, then the collective defense provision that is the bedrock of the alliance will have been weakened badly if it has not collapsed entirely. Putin’s efforts to secure Hungarian and also Italian support to end the renewals of EU sanctions help him in this undertaking as well, since both Hungary and Italy are NATO members. Hungary’s Viktor Orban in particular is so overtly pro-Russian that he could well seize on any doubt about the reality of a Russian hybrid intervention to refuse to vote for an Article 5 activation. Putin has acquired a potentially more interesting route to Article 5 nullification, moreover, in his entente with Turkey, also a NATO member, over Syria. His noteworthy failure to respond to the downing by the Turkish Air Force of a Russian fighter that crossed the Turkish border in 2015 has paid dividends. His efforts to sell the Turks the S-400 system are also advancing the aim of driving a deep wedge between Ankara and Washington. Erdogan’s suspicions that the U.S. backed the failed 2016 coup against him make very real the possibility that he would come before even Orban in refusing to vote for an Article 5 action in the case of a hybrid campaign in Latvia, for instance. The question of how much Putin seeks to destroy the collective defense provisions of the NATO treaty rather than simply to regain formerly Soviet territories should loom large in considerations of possible military scenarios. The direct deployment of regular, uniformed Russian armed forces personnel in one of the Baltic states would make it very difficult for any NATO member state to refuse to honor a request to invoke Article 5. Erdogan, Orban, or some other leader might still find a way, but the pressure to show alliance solidarity in such a situation would be intense. A Crimea-type scenario, then, in which the hybrid war starts with “little green men” (Russian soldiers out of uniform) but then escalates quickly to the use of conventional Russian military personnel, with their equipment and insignia, is much less likely if Article 5 is the target. A better Russian approach in that case would be the model Putin used in eastern Ukraine: Russian soldiers out of uniform work with local proxies, some already existing, others created as they go along, and try hard never to show themselves overtly.62 Russian information operations work around the clock to obfuscate emerging evidence of any Russian military presence, while the Kremlin praises the brave warriors of the Russianspeaking patriots within the target state, who are surprisingly well armed and well led. In such a case, Putin is more likely to attempt to leverage an insurgency (which he probably created) to break the government and create chaos of some sort than to move to overt deployment of conventional forces—at least until he is as sure as he can be that even such a deployment would not rouse the alliance to invoke Article 5 at the last moment. He might well accept or even prefer an ostensible “failure” to gain control of the target country (at that time) in return for making obvious to all that NATO is dead. After all, once the collective defense provisions of the alliance and the Western will to defend the Baltics are destroyed, Putin can pick them off at his leisure. Weaken or break the European Union. Putin has been energetically supporting Euroskeptic parties for many years—his financial aid to Marine Le Pen in France is the most ostentatious example, but there are numerous others.63 He stands to benefit from weakening or breaking the European Union in several ways. First, the EU is an exclusive economic club that Russia will be unable to join in Putin’s lifetime. The corruption and opacity of the Russian economy are too deeply established for Putin to imagine a time when Russia might meet the standards for EU membership—and Putin relies on this corruption and opacity, as we have noted, for continued control over the major economic actors in Russia. Nor is he likely to desire such membership. Sitting around a table on an equal basis with Luxembourg and Belgium is not appealing to a man who aspires to be one of the poles in a multipolar world. But the EU collectively wields great economic power through its ability to control trade with the bloc and impose sanctions. Putin would do much better in a Europe where he could negotiate and pressure individual states on a bilateral basis—and a Europe that was unable to impose multilateral sanctions on him and require all member states to abide by them—and he appears to understand that. Second, the Euroskeptic parties are generally extremely nationalistic. The reemergence of nationalism within Europe poses an enormous challenge to the stability of intra-European relations and could even undermine the long peace that has held in Western Europe since 1945.64 It would likely translate into conflict at the North Atlantic Council and could well drive increased tensions between individual European countries and the United States. Putin appears to be untroubled by the prospect of a reemergence of German nationalism, even though that ideology historically has targeted Russia. He may believe that the benefit of shattering the Western bloc outweighs risks that he likely expects to be able to handle in other ways. Weakening Western will and trust in democratic institutions is another line of effort Putin is pursuing to break the Western bloc. His interference in the Western political systems and information space is intended to destroy Westerners’ trust in their governments and in the idea of democracy, as much as to bring about the election or defeat of particular candidates—if not more so.65 He is explicit in his attacks on the Western political system: “Even in the so-called developed democracies, the majority of citizens have no real influence on the political process and no direct and real influence on power,” he said in 2016, adding that “it is not about populists … ordinary people, ordinary citizens are losing trust in the ruling class.”66 This effort benefits from trends in Western societies that were already undermining popular faith in institutions. Americans’ confidence in institutions generally has dropped by about 10 percent from its post–Cold War high in 2004.67 The Iraq War, the 2008 financial crisis, and revelations of classified U.S. surveillance programs, among other things, have eroded Americans’ trust in institutions almost across the board. The military is a remarkable exception to this trend. The massive, unauthorized release of classified materials by Edward Snowden was particularly important in this regard, as it has cemented the erroneous impression that the U.S. government was listening to the phone calls and reading the e-mails of all its citizens and those of many other countries. That impression has widened the wedge between some major technology companies and the government, hindering the development of a national cyber-defense capability and even the government’s ability to contract for advanced software.68 It is not surprising that Snowden ended up in Moscow or that Putin has granted him asylum. Snowden advanced a major Russian line of effort, apparently without any orders from Putin. These negative trends in the West have created openings that Putin is working to exploit by compromising elections, supporting extremist candidates, and pursuing aggressive information operations that stoke divisions and mistrust within Western societies. Establishing Russian suzerainty over the states of the former Soviet Union is a second major foreign policy objective. Suzerainty is “a dominant state controlling the foreign relations of a vassal state but allowing it sovereign authority in its internal affairs.”69 It is the most precise way of capturing Putin’s aims vis-à-vis the former Soviet states and the limitations of those aims. He is not attempting to reconquer the lost territory nor to govern it directly from Moscow. He has asserted, rather, that the world must recognize that post-Soviet states have only a truncated sovereignty over their own affairs. They may not freely join alliances such as NATO or economic blocs such as the EU without Moscow’s permission, for example. Putin further claims that Russia has the right to protect Russian speakers in those states against oppression or discrimination (as defined and determined by Putin), and that it may use military force to do so. Assertion of the right to defend Russian speakers abroad is not Putin’s innovation. Boris Yeltsin’s government articulated it in the early 1990s, but Yeltsin never acted on it.70 Opposition to NATO’s expansion also originated in the Yeltsin era, and the 1997 National Security Concept identified such expansion as a “national security threat.”71 But whereas Yeltsin nevertheless continued to try to work with NATO and establish a relationship with it, Putin has been frankly antagonistic toward the alliance. The actual expansion of NATO to include the three Baltic states as well as Romania, Bulgaria, Slovakia, and Slovenia in 2004 was likely a tipping point in Putin’s attitudes. The critical nuance to consider is that Putin has always been more concerned about the loss of control over Russia’s perceived sphere of influence than an actual NATO threat to Russia.72 NATO expansion coincided with the first of the “color revolutions” in Ukraine, which clearly fueled Putin’s fears that the former Soviet states were at risk of slipping entirely out of Moscow’s orbit. Putin initiated active efforts to regain control over the former Soviet states shortly after he took office in 1999-2000, but it took several years before he adopted a more combative tone and aggressive policies. Putin’s speech before the Munich Security Conference in 2007 and then his invasion of Georgia in 2008 underscored this overt turn.73 He has clearly made it a priority to ensure that no more former Soviet states join NATO or the EU, while working to undermine the bonds linking the Baltic states to the alliance. Putin’s claims to suzerainty over the former Soviet states have been met with ambivalence in the West. Russia experts and others often defend the assertion of a unique Russian sphere of influence over those states on historical or geopolitical bases.74 Even the seizure and annexation of Crimea has been presented as somehow ambiguous. Putin’s argument—that Soviet Communist Party secretary general Nikita Khrushchev’s transfer of the region from Russia to Ukraine was an internal matter that should not have led to the peninsula’s inclusion in an independent Ukraine—has gotten a surprising amount of traction in the expert community.75 Examined closely, however, Putin’s claims over the former Soviet states are completely indefensible. All 15 of the Soviet Socialist Republics, including Russia, were recognized as sovereign states after the USSR collapsed, and they were admitted to the UN on an equal basis with all other UN member states. The Russian Federation recognized them all and their UN accessions without reservations. The subsequent complaints by Yeltsin’s foreign minister, Yevgenii Primakov, and then Putin, about the folly of Yeltsin’s decisions to do so does not change or invalidate those decisions.76 The 15 former Soviet states thus have all the same rights as every other member of the UN—including the right to make such alliances and join such blocs as they choose without needing the permission of another power, and the right to govern their own people, including minorities, as they wish. It is ironic, to say the least, that Putin vigorously defends Assad’s right to conduct horrifying atrocities against his own people on the grounds of sovereignty, while claiming that alleged discrimination against the use of Russian language in post-Soviet states justifies his own military intervention in those states. Russia can certainly decide that the shift of post-Soviet states into the NATO or EU orbit poses such a significant threat to its security and interests that it must use force to stop or reverse it, just as any sovereign state can see threats in the actions of its neighbors and decide that it must respond with force. But the resort to force in such circumstances is aggression, not a defensive move, and must be regarded and treated as such by the international community. Accepting the Russian argument that Moscow has an inherent right to intervene, including militarily, in its neighbors based on their treatment of their Russian minorities or their intentions to join alliances is a truncation of their sovereignty that undermines the entire basis of international law and the UN Charter. Putin is actively working to establish precisely that principle as a matter of international norm and is making a distressing amount of progress. Both Yeltsin and Putin have retained Russian suzerainty over some post-Soviet states in legal and legitimate ways as well. Russian ground and air forces have remained in Armenia, Tajikistan, and Kyrgyzstan almost continuously since the fall of the Soviet Union at the invitation of the governments of those states. A small Russian military contingent also remains in Moldova in more ambivalent circumstances. The government in Chisinau does not welcome its presence and the parliament has called on it to depart, but the Moldovan government has not formally ordered the Russians to leave.77 These deployments give Russia significant influence in the Caucasus, eastern Central Asia, and Moldova. The deployment in Tajikistan also creates a platform for Russian engagement and interference in Afghanistan. The situation in Belarus is the most worrisome of the legal reconsolidation efforts because of the strategic impacts it could have on NATO’s ability to defend the Baltic states (see Appendix I for a more detailed consideration of this problem). Negotiations currently underway could lead to the merging of the Russian and Belarusian armed forces and the technical subordination of the governments of Russia and Belarus to some new Union State. It is tempting, as we have noted, to imagine Putin taking control of this new combined polity after the end of his current presidential term, thereby finding an elegant solution to the constitutional problems of extending his reign. Returning Russia to the status of a global power shaping the international system is the last major external objective Putin is pursuing. Several lines of effort support this objective: Regain a global military footprint. Putin has been working to regain parts of the Soviet global military position lost in the late 1980s. A principal aim of this undertaking is to impose increasing costs on America’s efforts to continue operating around the world as it chooses and to offset part of the huge financial deficit holding Putin back from pursuing his larger aims. It is not meant to create platforms for global or even major regional wars, still less to advance an ideology (one of the Soviet objectives in creating the footprint in the first place). Putin’s establishment of a long-term air and naval base in Syria was the first significant step in this effort.78 He has also been cultivating the leaders of other states that were formerly Soviet clients and partners, including Egypt, Libya, Iraq, Sudan, and Cuba.79 In addition, he has recently added to the list by deploying Russian mercenaries (at least) in Venezuela and solidifying an entente with Iran that the Soviet Union never had.80 The Russian armed forces and/or mercenaries are now openly operating out of bases in Syria, Ukraine, and Venezuela. Russian PMCs have also reportedly been operating in Sudan, Central African Republic, and Libya.81 Russian forces have episodically used bases in Iran as well.82 This footprint is far smaller than the Soviets’, but is a dramatic change from Russian policies and capabilities between 1991 and 2013. Indications are that Putin intends to expand further using the sale of advanced weapons systems as the entry wedge. One major reason the U.S. is unwilling to give Turkey the F-35 if Ankara proceeds with the Russian S-400 air defense system purchase is that Russian technical specialists would be stationed in Turkey with its deployment. For the U.S., the military implications of these efforts are complex. The Russian military does not now have the capability to deploy large enough numbers of advanced offensive conventional weapons systems to bases beyond its borders to challenge a major American military effort to destroy them. The defensive systems, especially advanced A2/AD systems like the S-300, S-400, and Bastion anti-ship cruise missile system pose much greater challenges.83 But the U.S. military could defeat the limited numbers of such systems the Russians have emplaced in Syria and might emplace elsewhere if it chose to allocate the necessary resources. The most immediate consequence of the expanded Russian global conventional footprint, then, is the requirement that the U.S. and its allies ensure the availability of the forces that might be needed to handle the Russian systems. That resource requirement is significant. Neither the U.S. nor NATO has anticipated having to fight in the Mediterranean since the end of the Cold War, and the alliance does not have the necessary assets permanently allocated to respond to such a threat. It has instead generally used the resources that would be needed to counter Russian positions to conduct counter-terrorism operations throughout the Middle East and North Africa (MENA) region. The Russian deployments thus force on the alliance, in the event of an escalation with Moscow, the choice of reducing counter-terrorism operations, reallocating forces from the Indo-Pacific theater (not really an option in the current geostrategic environment), or creating and deploying new forces to deal with the emerging threat. In this context, the loss of Turkey as a reliable U.S. partner is very damaging. The Turkish air force is significant in its own right, although it is still recovering from Erdogan’s post–coup attempt purge, and the ability to use Turkish bases for operations against Russian positions in Syria would be strategically very significant.84 But the burgeoning Russo-Turkish entente means that the U.S. and NATO cannot count on Ankara in a showdown, further raising the requirement to develop and deploy new resources. The Russian deployments in Syria, Venezuela, and elsewhere are, in fact, part of a hybrid operation aimed not at preparing to fight a conventional war, but rather, at persuading the U.S. and its allies to withdraw from the threatened regions or limit their operations. Putin likely aims to increase both the risk and the cost of continuing to conduct military operations in the MENA area to a level at which the U.S. yields to its ever-growing impulse to pull back from the region entirely. This operation is surely also aimed at securing economic resources. Recent Russian deployments to Venezuela have gone to key oil-producing areas, and Putin’s financial interactions with Nicolas Maduro are well reported.85 Russian forces in Syria are also supporting Putin’s efforts to gain at least partial control over the reconstruction resources expected to flow into that country if ever he can persuade the international community to send them.86 Putin’s Syria campaign has already helped leach resources for his inner circle. For example, a Russian company run by Yevgeniy Prigozhin, a close Putin associate central to Russia’s attack on the U.S. political system, secured a stake in Syrian oil and gas fields via the Assad regime.87 It is vital in assessing Russia’s apparent reconstruction of the Soviet global military posture to recognize the essential differences in aims driving Putin from those motivating the Soviets. Putin intends to raise the cost to the U.S. of being a global power to levels higher than he thinks Americans will wish to pay. The U.S. must recognize the limitations of his ambitions in this regard as it develops intelligent responses at reasonable cost, even while being clear-eyed about the real threats Russia’s expanding global footprint present. Normalize Russia’s violations of international law. The Russian cyberattack against Estonia in 2007; invasion of Georgia in 2008, with the subsequent annexation of the Georgian territories of Abkhazia and South Ossetia; invasion of Ukraine in 2014; deliberate attacks against civilians in Syria; defense of Assad’s use of chemical weapons and other crimes against humanity; chemical-weapons attacks on Russian expatriates in the UK; and seizure of Ukrainian naval vessels and personnel attempting to transit the Kerch Strait are all violations of international law. Russia has paid virtually no price for any of them except the invasion of Ukraine. On the contrary, Putin has positioned himself as a mediator in Syria (although not a successful one) by convening a pseudo–peace process in Astana that competes with the internationally recognized Geneva Process (which has also been unsuccessful, to be sure). Putin continues to portray Russia as a mediator even in the Ukraine conflict where he is a belligerent. He successfully obfuscated the illegality of his actions in and beyond the Kerch Strait, and has deflected some of the opprobrium his activities in Syria deserve by accusing the U.S. of supporting terrorists and the Syrian opposition of conducting the chemical weapons attacks.88 The expulsion of Russian officials—including intelligence officers— by the U.S., UK, and other states in response to the chemical weapons attacks in Britain was hardly a crippling response.89 The net result of these repeated violations of international law that do not result in meaningful consequences is their normalization. Each one establishes a precedent that Putin can and will then use to defend similar or even more aggressive activities. If the West accepted the clearly illegal seizure of Ukrainian ships in international waters near the Kerch Strait, how will it react if Russian forces seize some other ship on a trumped-up pretext while it attempts to transit the opening Arctic shipping route? Having taken no action against Russia for its defense of Assad’s use of chemical weapons, how would the West respond to a covert Russian operation to use chemical warfare in Ukraine while attributing the incident to the Ukrainian or a Western government? The principled answer is that, of course, failure to act in one case does not preclude action in subsequent cases. If the West has not responded adequately to most of these Russian transgressions, neither has it explicitly condoned them—yet. That is a line that we must be very wary of inadvertently crossing. Imagine an unlikely but not an impossible situation in which Ukraine’s President Volodymir Zelensky, elected in April 2019, asks the U.S. and the EU to waive Russian sanctions for Ukraine—or lift them altogether—as part of a deal he is negotiating to “end the conflict” in his country. It would be difficult to resist such a request since ending wars is desirable, especially if it can be done with the apparent acceptance of both sides. The net effect of endorsing such a deal, however, which would surely leave Crimea in Russia’s hands and eastern Ukraine in a changed political relationship to Kyiv, would be to endorse retroactively the violations of international law Putin committed in 2014. Doing so would indeed establish a precedent that Putin can impose his will on other states as long as he subsequently succeeds well enough to convince or coerce those states into recognizing his actions. There is, of course, no new principle at work here. It has always been true in the modern states system that a successful aggressor can have his aggression legitimized by a subsequent peace agreement, even one forcefully imposed on the defeated state. The novelty in this situation is twofold. First, Russia has not been universally identified as the aggressor— Putin’s efforts in Ukraine are not generally accepted as the offensive land-grab they actually were—and Putin’s role in any deal would be as mediator rather than belligerent. It is one thing to accept that Putin launched, waged, and won a war of aggression, the outcome of which the defeated state chose to accept; it is another to say that he facilitated and mediated a peace agreement in a conflict to which he was not actually party, when, in fact, he initiated it and directly benefited from it. Second, the principle at issue goes beyond the straightforward one of legitimizing a forcible conquest—it also touches on the nature of the post-Soviet states’ sovereignty. Putin has asserted, as we have argued, that Russia has the right to intervene by force in any of the post-Soviet states and the international community has no right to interfere (including even by offering an opinion). Recognizing his activities in Ukraine ex post facto recognizes this principle as well. It establishes as a firm precedent, reinforcing the precedent already established by the invasion of Georgia, that there are degrees of sovereignty in the international community and that some states are more sovereign than others. Putin is clearly attempting to establish precisely that principle. The West must resist the temptations he may offer to allow him to do so. Create a constellation of alliances and friendly states that gravitate toward Russia. Putin has been working hard to create multiple blocs and groupings of which Russia is either the sole center or one of a small number of core states, as an alternative to the U.S.-dominated international order he so opposes.90 Few of these individual efforts have been particularly effective, nor is it clear that the sum of them will result in a truly Russia-centric constellation of states. But the tenacity with which he has pursued this objective and the sheer number of attempts to reach it demonstrate, if nothing else, the importance he seems to attach to it. Some of these groupings offer Russia little inherent influence. BRICS (Brazil, Russia, India, China, South Africa) began simply as an acronym to describe major emerging markets, for example. It has no formal decision-making process, nor are its members aligned with one another on political or economic policies. It has no military component at all. Some, such as the Shanghai Cooperation Organization (SCO) require Russia to compete with China for predominant influence.91 That competition is not going well for Moscow, at least in the case of the SCO, leading Putin to de-emphasize this forum for the moment. Some, like the Eurasian Economic Union, remain largely aspirational. They have not yet established themselves as meaningful associations through which Russia could hope to exert influence now, nor is it clear that they will gain more significance over time—although Putin continues to work at it.92 Others are operational and meaningful. The Astana Process tripartite has not brought peace to Syria, but it has helped establish Putin at the heart of a triad with Iran and Turkey that is shaping Ankara’s drift away from NATO and toward Moscow. The Quartet Intelligence Center has not yet integrated the Iraqi military or government into the Russian orbit as fully as Putin might like, but it gives form to the very real military coalition of Russia, Iran, and Syria that is fighting in Syria.93 Still others, such as the Collective Security Treaty Organization (CSTO) and the Commonwealth of Independent States (CIS) are largely moribund at the moment, but the Union Treaty with Belarus had also been dormant almost since its creation in the 1990s, and Putin is attempting to reify it.94 We cannot discount the possibility that he may do so with one of the other agreements that are legacies of the 1990s. The purpose of laying out these various efforts is not to suggest that they are likely to succeed, or that their success would have dire consequences for American national security—it might or might not, depending on the circumstances. The purpose is, rather, to demonstrate again the coherence between Putin’s stated grand strategic vision and the undertakings the Russian state is pursuing to achieve it. Putin’s goals are antithetical to the security and national interests of the United States and its allies. We must prevent him from achieving them, without resorting to major war if at all possible. We turn next, therefore, to the means by which Putin and his subordinates pursue his aims—an examination that will show the tremendous challenges his methods pose, on the one hand, and the opportunities to respond with means well short of war, on the other. THE RUSSIAN WAY OF WAR The Russian way of war today is based on recognition of Russia’s fundamental weaknesses and the fact that Russia is not a near-peer of the U.S. and will not become one any time soon. It is designed to achieve Moscow’s objectives without fighting a major war against the West that Russia would likely lose if it did not escalate to using nuclear weapons.95 Its technological emphases have therefore been on less-expensive and asymmetric capabilities such as information operations, cyber operations, A2/ AD systems, and nuclear systems. Its intellectual development has focused on the category of political-informational-military activities encapsulated in the terms “hybrid war” or “gray zone” conflict.96 Russia is optimizing itself to fight a poor man’s war because it is poor and will remain so. Putin is sufficiently in contact with reality to know that he will fail if he attempts to regain anything approaching conventional military parity with the West. Assessing the novelty of this Russian approach is difficult. None of the concepts or technologies on which it relies is new or unique to it. Most of the key intellectual framework goes back to the early days of Soviet military thinking. Some can be traced back centuries to Sun Tsu. Nor has Russia abandoned traditional military approaches and conventional capabilities. It would be both wrong and dangerous to ascribe to Russia the invention of an entirely new way of war that is the only way in which it will fight now, or in the future. There are nevertheless important differences between the current Russian approach and the approach that characterized Russian military and national security strategy and doctrine in the 2000s and the 1990s, to say nothing of the Soviet period. The differences lie partly in emphasis and partly in the degree of intellectual development of certain concepts at the expense of others. It would be equally wrong and dangerous, therefore, to see the current Russian approach to war as the same as, or even congruent with, all of the post-Soviet period. The Russian military in the 1990s and 2000s focused largely on acquiring the capabilities it most envied in the stunning conventional American military victories against Iraq in 1991 and 2003. It sought to acquire long-range precision-strike capabilities that the Soviet military never had, stealth technology, and tanks and aircraft roughly equivalent with the mainstay technologies of NATO countries.97 It also sought to transform itself from a mass cadre-andreserve conscript force into a volunteer professional military, recognizing the tremendous value the U.S. transition to the all-volunteer force had brought on the battlefield.98 It has managed to achieve only partial success in most of these measures after nearly three decades. It has re-equipped many, but by no means all, of its combat units with weapons systems roughly equivalent to American fourth-generation aircraft (such as the F-15E Strike Eagle), M1 tanks, etc. It has struggled to field a force of fifth-generation aircraft and is unlikely to build a large enough arsenal of such aircraft to pose a serious challenge to American capabilities in any short period of time.99 It has acquired and demonstrated the ability to employ precision weapons, including long-range precision missile systems. Its mix of those systems and “dumb bombs” in Syria, however, was more similar to the mix the U.S. used in 1991 than to the mix American forces use today—the large majority of Russian munitions dropped in Syria were not precision-guided munitions because the Russian stockpiles are not large enough to support their widespread employment.100 The Russian military has notably failed to transition fully to an all-volunteer force, moreover, and has given up the effort. It has become, therefore, a segmented force with a volunteer element (so-called contract soldiers) and a large body of conscripts serving one-year terms (half the two-year service requirement for conscripts in the Red Army). This partial professionalization will continue to exercise a drag on its ability to complete its modernization programs; one-year conscripts simply cannot learn both how to be soldiers and how to use very advanced modern weapons systems. Russia’s modernization efforts lurched dramatically in 2008 with the appointment of Anatolii Serdyukov as defense minister.101 Serdyukov’s mandate was to reduce the cost of the Russian military significantly in response to the collapse in global oil prices resulting from the global financial crisis. He sought to make major personnel cuts, to restructure weapons system acquisition, and to reorganize the military, especially the ground forces, in a way that would have severely degraded its ability to conduct large-scale conventional warfare without optimizing it for any other sort of warfare. Serdyukov’s successor, Sergei Shoigu, along with Chief of the General Staff Valeriy Gerasimov, have reversed many, but not all, of those reforms. It is important to note, therefore, that some of the changes being made to the Russian military that enhance its ability to fight maneuver war are reversals of changes made in 2008 for cost-cutting purposes, rather than new improvements on an already-sound structure. The emphasis in Russian military development has changed significantly since the start of Russian involvement in Ukraine in 2014 and Syria in 2015. Gerasimov published a noteworthy article in 2013, discussion of which in the Western press gave rise to the phrase “Gerasimov doctrine.”102 The author of that phrase subsequently not only retracted it, but also aggressively attacked the idea of its existence.103 As with “hybrid war” and “gray zone,” this paper will not attempt to defend or attack the validity of the term, but will explore the collection of concepts and actions to which it could meaningfully be said to apply and that do actually comprise the current Russian approach to war.104 The heart of this approach is the conclusion that wars are won and lost in the information space rather than on the battlefield. Russian military thinkers have gone so far as to argue that every strategic, operational, and even tactical undertaking should be aimed first at achieving an effect in the information space, and that it is the information campaign that is decisive.105 Formal Russian doctrine has not gone this far, nor has Russian military activity on the ground, but the extreme statement is a measure of how important the concept is.106 The importance of information operations is old hat for any Sovietologist. The Soviets were renowned for the “active measures” of the KGB, for “disinformation” and various efforts to suborn groups in the West, sometimes unwittingly, to advance their ideological and concrete agendas. The Soviet military evolved an elaborate theory of deception, bringing the term “maskirovka” into common parlance among those who studied it. The Soviets also built out a concept called “reflexive control” that is the most noteworthy element of Putin’s ability to play a poor hand well.107 Reflexive control is a fancy way of saying “gaslighting.” It is the effort to shape the information space in which an adversary makes decisions so that he voluntarily chooses to act contrary to his own interests and his own benefit—all the while believing that he is actually advancing his own cause. Reflexive control is a form of intellectual jiu-jitsu, which may be one reason it appeals to Putin, who is a long-time and high-level practitioner of the Russian form of judo known as sambo.108 It uses the enemy’s strength against him in the best case, but at least causes him to avoid bringing his strength to bear against you. None of this, again, is new. Even the additions of cyber operations and cyber-enabled information operations such as bots and troll farms are not new or unique to the Russian approach to war. The novelty comes in part from the relative emphasis in Russian operations on efforts to shape the information space and the frequent subordination of conventional military operations and the threat of such operations to those efforts. Another novel aspect is the vulnerability of Western societies to these kinds of efforts, resulting in part from the effects of changes in the technological shape of the information space and the way in which it interacts with the psychology and sociology of Western individuals and societies. The current information environment favors the attacker over the defender for several reasons. The extremely widespread penetration of the internet in Western societies gives an attacker almost universal access to the population, unfiltered by government agency or corporate leadership. The anonymity made possible by the internet makes it difficult or impossible for individuals to know who is speaking to them. The decentralization of sources of information magnifies the effect of that anonymity by allowing it to seem that multiple independent sources verify and validate each other even when a single individual or group controls all of them. And the psychological asymmetry of outrage and retraction means that corrections and fact-checking almost never fully undo the damage done by a false accusation and often have little effect. These characteristics of the modern information space have created the ideal environment in which ideas first developed and attempted by the Soviets can flourish in ways the Soviets could never have imagined. We must be careful to avoid attributing too much brilliance to Putin and Gerasimov. It is not necessarily the case, or even likely, that they perceived the opportunities these phenomena would present and skillfully designed a “doctrine” to take advantage of them. On the contrary, they and their Russian and Soviet predecessors have been trying to make these approaches work all along. The increased intellectual, doctrinal, and organizational emphasis on them, starting overtly in 2015, likely results instead from the realization that they were suddenly working very well. As with all important military innovations, therefore, the emergence of the current Russian approach to war was almost certainly the result of theory, action, experience, and reflections on interactions with the adversary rather than a sudden explosion of insight. Whatever its origins and novelty or lack thereof, this Russian approach has allowed Putin to make gains he could never have hoped to make with conventional military forces alone.109 Syria is a case in point. Russia could never have established a lodgment on the Syrian coast and then expanded it to encompass a naval facility, a permanent and expanded military airbase, and a ground forces garrison—all protected by advanced air defense systems—through conventional military operations, against the wishes of the U.S. and its allies. Russian aircraft flying to Syria must transit either NATO airspace (through Turkey or Romania or Bulgaria and then Greece) or Iraqi airspace (via Iran) that the U.S. dominates. Had the U.S. been determined to prevent Russian planes from getting to Syria, the Russian Air Force could not have penetrated the defenses the U.S. and its allies could have put up. But the U.S. and its allies made no such decision. They have, on the contrary, worked hard to avoid any risk of military confrontation with Russian aircraft—a project made challenging, not unironically, by the periodic aggressiveness of Russian pilots. The prospect of a Russian naval expedition forcing its way into the Tartus naval facility in the face of efforts by the U.S. Sixth Fleet to stop it is even more fanciful. The key to Putin’s success in this gambit lay in his ability to persuade American and NATO leaders that Russia’s military presence in Syria was not a threat and might even be helpful—while simultaneously stoking the belief that any U.S. effort to oppose or control the Russian deployment would lead to major, possibly nuclear, war. The key to that success, in turn, lay in the fact that neither the Obama nor the Trump administration wanted to be in Syria or wished to fight any kind of conflict with Russia. President Obama, on the contrary, invited Putin into Syria in 2013 to help him out of the trap he had created by announcing that any further use of chemical weapons by Assad was a “red line”—without actually being willing to enforce that red line when Assad crossed it. Obama’s decision to reach out to Moscow likely resulted in part from the long bipartisan trend of seeking to “reset” relations with Russia, bring Russia back into the fold of responsible international stakeholders, and generally return to what Americans saw as the golden age of U.S.-Russian cooperation in the 1990s. This trend began in the first years of the George W. Bush administration, shortly after Putin’s accession to power. It continued with Hillary Clinton’s vaunted push of the “reset” button and Donald Trump’s praise for Putin and continued attempts to find ways to cooperate with him toward supposedly common objectives.110 The conviction that a Russian reset and a return to the golden years of the 1990s is just one phone call or summit away has become one of the few truly bipartisan foreign policy assumptions in this increasingly polarized era. Putin has used it skillfully to advance his own projects while offering few or no concessions in return. Conventional military forces play a critical role in the Russian approach to war nevertheless. Russian airpower and long-range precision-strike capability were critical to preserving, stabilizing, and then expanding the Assad regime and the territory it controlled in Syria. Iran, Lebanese Hezbollah, and the other components of the pro-regime coalition all lack similar capabilities. The hardening of opposition defenses in various parts of Syria before the Russian intervention raised the requirement for continued regime offensive operations beyond what the pro-regime coalition could provide.111 The Russian intervention was therefore essential to the survival of the regime and remains essential to its precarious stability and to any hope it has of regaining control of the rest of Syria. The very limited deployment of a few dozen aircraft and salvoes of long-range missiles made Russia indispensable to the pro-regime coalition and gave Putin enormous leverage in Syria at relatively low risk and low cost. The deployment of Russian S-300 and S-400 anti-aircraft systems to Syria dramatically increased that leverage, again at very low risk and cost. The American military could destroy those systems and operate freely over Syrian airspace even against Moscow’s wishes, but the cost in U.S. aircraft and missiles devoted to the operation, in time, and possibly in casualties and aircraft losses would be significant. The range of the S-300 and the reported locations at which launchers were deployed, moreover, means that most Israeli Air Force and some Turkish Air Force aircraft are within range of those systems the moment they take off from airbases in Israel and Turkey. That fact has not been lost on Israeli or Turkish leaders. Putin has also used conventional military forces on a limited scale in Ukraine. He relied on the naval infantry forces already deployed in Crimea, reinforced by small numbers of special forces and other units, to seize control of that peninsula in 2014. Small numbers of conventional forces battalion tactical groups and similar-sized formations helped local proxies seize and hold ground in eastern Ukraine, while highly skilled special forces elements supported them in the battle area and in the rear of the Ukrainian forces.112 Russia has provided air defense capabilities and significant electronic warfare support to its Ukrainian proxies and also to its fighters and allies in Syria. The highly targeted assistance of Russia’s conventional military is probably even more essential to Putin’s proxies in Ukraine than in Syria. The Ukrainian Armed Forces are likely to regain control over the Russian-occupied territories in Ukraine if the Russian military stops supporting its proxies on the battlefield. The current Russian way of war, therefore, truly is hybrid. It requires the use of limited numbers of highly capable conventional forces able to conduct expeditionary operations beyond Russia’s borders. However, it also relies on the creation and maintenance of a political and information environment that facilitates the presence and activities of those forces without serious opposition from any state or actor that could meaningfully challenge them. The conventional forces themselves are enablers to a larger political-informational campaign rather than being the main effort. Evidence for that assessment lies in Putin’s response to the several occasions on which his conventional forces suffered losses— specifically, the Turkish downing of a Russian aircraft in 2015; the accidental downing of another Russian plane by Syrian forces during an Israeli airstrike in 2018; and the killing of several hundred members of the Wagner PMC during an attack by that group on an outpost in eastern Syria held by the opposition, where American advisers were also present.113 Washington and the world held their breath in each case, worrying about Putin’s possible response. The U.S. Chairman of the Joint Chiefs of Staff, General Joseph Dunford, reached out immediately to Gerasimov to send messages of both deterrence and de-escalation each time.114 Putin did not retaliate militarily on any of these occasions. He responded to the Turkish shoot-down by deploying Russian S-300 systems operated by Russian troops, and to the Syrian shoot-down by completing a contract with the Assad regime for S-300 systems of its own, which had long been held up. He made no meaningful response to the Wagner incident and did not even use his air defense systems to disrupt the massive U.S. air operations against the attacking Wagner forces as they were destroyed. Putin has similarly refrained from using his own S-300 and S-400 systems to shoot at Israeli aircraft during any of Israel’s repeated airstrikes against regime targets within Syria and has, reportedly, prevented the Syrians from using their S-300 system.115 Nor has Putin retaliated against Israel for those strikes or against the U.S. for the 2017 missile strikes Washington launched against the Shayrat airbase in response to Assad’s renewed use of chemical weapons. The aircraft and missile systems Putin has deployed to Syria, therefore, are clearly not meant to give him control over Syria’s skies. They are also obviously not meant to challenge the ability of the U.S., Turkey, or Israel to conduct anti-regime operations, at least within the current limits of such operations. Lastly, they are not meant to enable Putin to retaliate in any symmetrical tit-for-tat manner for Russian losses suffered directly or indirectly at the hands of the U.S., Turkey, or Israel. The relative inaction of Russia’s aircraft against those states could be at least partially explained by Moscow’s focus on fighting the opposition. But the air defense systems can only be intended to defend against the U.S., Turkey, and Israel, since the opposition has never had aircraft against which those systems are effective.116 The Kremlin has, in other words, deployed systems to defend against attacks that have, in fact, come—and yet not used those systems to defend against those attacks. This conundrum can only be resolved by recognizing that the purpose of those systems is to shape the behavior of the U.S., Turkey, and Israel rather than to fight openly against them. The deployments of advanced air defense weapons, and also of some of the air-to-air-optimized aircraft Russia has periodically sent to Syria, support a political-informational campaign rather than a conventional military operation (even if we regard counter-insurgency and counter-terrorism as being in that category). Circumstances might, of course, arise in which Putin would authorize his troops to use some or all of their capabilities conventionally against the U.S. and its partners and allies. That fact drives the fear of escalation that leads the U.S. Joint Chiefs chairman to jump on the phone to Moscow every time a major incident occurs. It also shapes American, Turkish, and Israeli calculations about military options they might choose. This is exactly the point from Moscow’s perspective. Putin’s S-300 and S-400 systems in Syria work best if they are never used. Problems of Escalation—for Russia The U.S. military and those who study it are preoccupied, understandably, by its shortcomings and inadequacies. The shortcomings are real, and the military is, indeed, inadequate for the global requirements it must meet. The preoccupation with our own failings has tended to obscure an objective assessment of the relative risks to the U.S. and Russia of a conventional military confrontation in Syria, however. The U.S. has therefore tended to overestimate the likelihood that a crisis with Russia in Syria will escalate to the point of such a major confrontation and, as a result, has allowed Putin’s very limited deployment of combat power and good use of the information space to drive a high degree of American self-deterrence. Russia has rarely had more than a couple of dozen combat aircraft at its airfields in Syria at any given time.117 Most of them are usually ground-attack planes (principally Su-25 Frogfoots, which are roughly similar to the U.S. Air Force A-10), and they have limited ability to conduct air-to-air combat against U.S. fighter bombers. The rest are generally variants of the Su-30 fighter bomber, sometimes with a few more-advanced airframes optimized for air-to-air combat, including, occasionally, the Su-57 stealth fighter bomber. A single U.S. carrier strike group has around 48 strike fighters, all with air-to-air and air-to-ground capabilities. The U.S. Navy alone has more than 775 strike aircraft (including all variants of the F/A-18 and the F-35).118 The U.S. Air Force has more than 1,240 fighters and fighter bombers, as well as around 140 strategic bombers.119 The single carrier strike group—almost invariably in the Mediterranean or in or near the Persian Gulf—thus outguns the Russian aircraft in Syria by a significant margin, and the U.S. Air Force and Navy could rapidly begin to flow crushing numbers of reinforcements to the theater. The Russian Air Force, by contrast, has a total of roughly 745 fighter bombers in its entire inventory, according to the most recently published Defense Intelligence Agency estimates.120 It has an additional 215 attack aircraft (mostly Su-25s) and another 141 strategic bombers. It is thus somewhat larger than the U.S. Navy, considerably smaller than the U.S. Air Force, and about one-third the size of both together. These numbers exclude the roughly 240 F-16s in the Turkish Air Force—which have demonstrated their ability to shoot down Russian fighters in limited engagements, and so should not be dismissed—as well as those of America’s other NATO allies, not to mention the Israeli Air Force, one of the best in the world. The U.S. thus has absolute escalation dominance in an air-to-air fight over the skies of Syria, unless one imagines that Russian aircraft and pilots are an order-of-magnitude more lethal than their American counterparts—a notion there is no evidence for, and considerable evidence against.121 Critics of this argument need not challenge this assertion, but could argue instead that it is beside the point. The U.S. military cannot focus solely on fighting the Russians in Syria. It must support American ground forces deployed in Iraq and Afghanistan; conduct counter-terrorism operations throughout Africa; and deter and be ready to respond to aggressions by China, North Korea, and Iran, at least. The concentration of aircraft, ships, and pilots needed to fight a significant air war against Russia in Syria would severely degrade the U.S. military’s ability to meet these other requirements. This fact more than any fear of confronting the Russian military in the Middle East explains the self-paralysis of the U.S. military. Putin, by contrast, has projected a willingness to mix it up in Syria. His pilots ostentatiously fly close to American aircraft, engage in risky maneuvers near them, lock targeting radars on them, and in other ways portray almost an eagerness to engage in a fight.122 The Turkish downing of a Russian aircraft in 2015 resulted from repeated violations of Turkish airspace by Russian pilots in another set of deliberate provocations.123 Putin’s message through these actions has consistently been: You will not fight me here, but I am willing to fight you. Yet on each occasion when blows have been traded, Putin has backed down. One reason is that his escalation calculus is far worse than America’s. The Russian Air Force also has essential tasks outside Syria that would prevent it from concentrating all, or even most of its available assets there. It must cover Russia’s enormous periphery, the largest land border of any country in the world, including a long border with China. Putin would be foolish to strip aircraft from St. Petersburg, a short flight from NATO airfields, while fighting the U.S. in Syria. Nor could he denude his forces in Crimea, linked to the Russian mainland by a single bridge, or his forces in and near eastern Ukraine. He could not even prudently strip his far east of all advanced aircraft. He might— or might not—decide that China would not take advantage of any weakening of his defenses, but the U.S. can threaten him from carriers in the Pacific even if Japan opts to deny the use of its bases in a conflict with Russia to which it is not party. Would the U.S. bomb St. Petersburg or Vladivostok while fighting Russia in Syria? Of course not. But strategic calculus does not work that way. It is a fact that the U.S. could conduct such attacks, and any professional military staff forced to confront the prospect of an escalation to major conventional war in one theater would have to consider the possibility that such a war might spread to other theaters. Best professional military advice in such a situation would be to maintain sufficient combat power in any other vulnerable theater to deter and, if necessary, defeat enemy attempts to transfer the conflict there. It is equally true, after all, that a rapid U.S.-Russia dustup in Syria would be very unlikely to trigger a Chinese military adventure or a North Korean invasion of South Korea. Yet the U.S. military allows the fears of just such scenarios to undermine its willingness to contemplate fighting Russia in Syria— and the Russian military will behave no differently. Even that calculation is not Russia’s most serious problem with the idea of escalation to conventional conflict in the skies over Syria. The biggest problem is actually financial. Russia could not afford to replace the losses it would inevitably take in such a fight, whereas the U.S. could. Bad as the differential in aircraft looks for the Russians, we must recall that the differential in overall economic power and in defense budgets looks much worse. The Russian economy and defense budgets are less than one-tenth the size of America’s. Its military is struggling to “modernize” to a level of technology similar to what the U.S. has had for decades. The cost of having to replace many lost modern aircraft would disrupt Russian defense programs for years. The U.S. could make good such losses in short order if it chose. Nuclear Escalation The prospect of the world’s two largest nuclear powers going to war, even in a limited conventional way, is of course terrifying. The U.S. certainly should do everything in its power to achieve its objectives without resorting to major combat operations against Russia—that is the guiding principle of current national security documents and of this report. The straightforward equation sometimes made between any such local conflict and global nuclear war, however, is entirely unjustified. It simply is not the case that any major conventional war will lead inevitably, or even probably, to nuclear war. One can trace escalation paths from a conventional war Putin is losing in Syria to his use of a theater nuclear weapon, either to change the odds or to try to force the U.S. to back down. He could use such a weapon to destroy a U.S. airfield in one of the regional states (Turkey, perhaps, or Kuwait) or a U.S. aircraft carrier strike group. The destruction of any single airbase or carrier would not prevent the U.S. from carrying forward an air war to successful conclusion. There are simply too many bases and carriers the U.S. could use for the elimination of a single one to terminate a campaign. Unless Putin were willing to destroy many airbases in many different countries (most of them NATO members) and sink every carrier moving into the theater, he could not prevent the U.S. from destroying his assets in the Middle East. It is impossible to predict the American response to such a use of nuclear weapons—regardless of the occupant of the White House. The U.S. could respond by using theater nuclear weapons of its own against Russian forces in the Middle East (which this report emphatically does not support or recommend)—and here, a single nuclear device dropped on the airfield near Latakia would pretty much destroy Russian capabilities to continue the air war in the region. Alternatively, Washington could engage in either conventional or nuclear retaliation against Russian forces beyond the region, including in Russia proper (and, again, this report does not support or recommend using nuclear weapons under any circumstances, except possibly in extremis situations far more dire than those under consideration here). Putin would then be forced to decide whether to escalate further. He could conduct a larger nuclear strike against NATO (since any effort seriously to disrupt U.S. military capabilities in and around Europe would require breaking or badly damaging the alliance). He could also go directly for a strike on the U.S. homeland. If he chose the latter and launched an all-out strike, the U.S. president would likely respond in kind, leading to the destruction of both Russia and the U.S.—and possibly life on Earth. One could endlessly consider lesser variants, but they all lead to dramatically increased risk of Armageddon.

## Case

### Colonization

#### Private firms are key to space col

#### 1---Law

#### The Private Industry is the only avenue for Space Colonization – Governments have no incentive and are bound by I-Law.

Eure 16 (, J., 2016. Space… the final frontier. [online] Campbell Law Observer. Available at: <http://campbelllawobserver.com/space-the-final-frontier/> [Accessed 28 December 2021] Jonathan Eure is a 2017 graduate of Campbell Law School, winner of the 2017 J. Bryan Boyd Award for Excellence in Legal Journalism, and served as a senior staff writer for the Campbell Law Observer. He lived in Morganton, in the foothills of North Carolina, before moving to Raleigh for law school. He earned BA’s in Political Science and History from the University of North Carolina at Chapel Hill, graduating in 2014. The summer after his first year of law school, Jonathan worked as a legislative research intern with Representative Rob Bryan in the North Carolina General Assembly. Jonathan now interns with the Honorable Paul Newby at the North Carolina Supreme Court. Jonathan is the Secretary for the Campbell Public Interest Law Student Association (CPILSA).)-rahulpenu

Space… the final frontier With the recent discovery of a new earth-like planet, many countries are beginning serious talks about inhabiting and colonizing a planet in outer space. We very soon might turn on the news and hear stories of interstellar exploration and colonization. We might even hear about voyages of a starship named Enterprise. This probably sounds like wild speculation, or the contents of a cheesy science fiction novel. However, after a European research team announced the discovery of an earth-like planet circling the inhabitable zone of Proxima Centauri in August, 2016, we may soon see more discussions of the logistics and technology required to reach out into the stars. The part of that discussion we ultimately must address is the legal ramifications of colonization, essentially what are the laws to which nations and private individuals must adhere, when claiming portions of a new planet, moon, or asteroid. Proxima Centauri is the closest star to our own, lying a mere 4.54 light years from the Sun. In interstellar terms, that is a stone’s throw away, though clearly still an impossible journey for a civilization who has yet to visit another planet in our own Solar System. Still, Proxima Centauri’s vicinity to Earth has garnered a fair amount of interest from parties who hope to discover an inhabitable, one day reachable, planet. Guillem Anglada-Escudé led a research team of 31 scientists from eight different countries for months studying Proxima Centauri through the European Southern Observatory’s HARPS spectrograph and 3.6 meter telescope in La Silla, Chile. While investigating a tiny wobble Proxima Centauri experiences, the team discovered that the cause of the wobble is an Earthlike planet, promptly named “Proxima b.” “…overall, Proxima b is the best opportunity we have ever had for an inhabitable planet that may be reachable in the foreseeable future.” To be classified as “Earthlike,” Proxima b was studied based on likely mass, position, and orbit around Proxima Centauri, and the effects of Proxima Centauri on Proxima b. The researchers believe Proxima b has a similar mass to Earth, possibly indicating a similar, rocky makeup. Though Proxima Centauri, as a red dwarf star, releases less energy than our Sun, Proxima b is located in the so-called “goldilocks zone” of Proxima Centauri; in other words, not too hot, not too cold. Therefore, the researchers believe the basic elements for human life, heat, oxygen, and water could exist on Proxima b. There is some concern that the amount of solar radiation expelled by Proxima Centauri could make Proxima b uninhabitable, but overall, Proxima b is the best opportunity we have ever had for an inhabitable planet that may be reachable in the foreseeable future. “A ratified treaty is then given the full force of domestic law in the U.S., and the U.S. government would generally be bound to uphold the tenets of that treaty. Being bound to a treaty in this case means the U.S. could not claim any portion of Proxima b as U.S. property.” Obviously we have to get there first, and at this very moment, some of the most brilliant minds on Earth are attempting to develop interstellar travel. Ideas such as asteroid mining and economic incentives of resources available in space are already pushing us toward the day when we might visit another planet. Once we do, our current legal framework may make colonization difficult, at least on a national level. The best starting place for understanding space law is the “Treaty on Principles Governing the Activities of States in the Exploration and Use of Outer Space, Including the Moon and Other Celestial Bodies,” better known as the “Outer Space Treaty.” Signed in 1967 by the member nations of the UN, including space race powerhouses the U.S. and U.S.S.R., the Outer Space Treaty created a series of broad principles controlling the manner in which nations would explore space. These principles include provisions that exploration is permitted in all states, that no celestial bodies may be appropriated by individual states, that nations take responsibility for the environments of space and celestial bodies, and that non-governmental space activities must be authorized and continually supervised by the states which have jurisdiction over such activities. In order to have ratified such a treaty in the U.S., the President would have sent the treaty to Congress for their “advice and consent,” and the treaty would have to be approved by a two-thirds majority. The treaty would then be sent back to the President to be ratified, as described in Article II, Section 2 of the U.S. Constitution. A ratified treaty is then given the full force of domestic law in the U.S., and the U.S. government would generally be bound to uphold the tenets of that treaty. Being bound to a treaty in this case means the U.S. could not claim any portion of Proxima b as U.S. property. Fortunately, this is also true for Russia and China, the U.S.’s primary competitors in space, and none of these nations can violate the treaty without risking adverse reactions from the others. The Outer Space Treaty is the only one of the U.N.’s treaties on outer space to which the U.S. or any other major space-faring nation belongs, and is therefore the only treaty that really matters, though the U.N. has passed other resolutions on the issue. “**Private** **exploration** of space **becomes** **more** of a **reality** each day, with private corporations such as SpaceX, Blue Origin, and Virgin Galactic testing **new** **platforms** for space travel.” As a policy matter, though the **O**uter **S**pace **T**reaty uses lofty ideals to **bind** **nations** into mutual respect and perhaps even unity of purpose, focusing solely on those ideals discounts a key ingredient of the original space race. Promulgation of national ideology was the original motivator of the space race between the U.S. and the U.S.S.R. Without national ideology, prestige, or power as a motivating factor, there is really **no** **incentive** **for** the **governments** of major spacefaring nations **to** **spend** massive amounts of money over long periods of time **on** such risky endeavors as space **colonization**. For this reason, the **colonization** of Proxima b would more likely **fall** **to** private **corporations** with much to gain from the resources other worlds might offer. Private exploration of space becomes more of a reality each day, with private corporations such as SpaceX, Blue Origin, and Virgin Galactic testing new platforms for space travel. A **movement** has **grown** **up** **alongside** these private spacefaring **companies** **claiming** planets such as Proxima b might become a **new** **frontier**, where private citizens can stake their own personal claims. This movement has even **proposed** **legislation** in Congress. The “Space Settlement Prize Act,” which would **ultimately** **guarantee** that **any** **settlement** built privately on other planets, moons, asteroids, etc., would be **owned** **by** the private citizens or **corporations** **who** **claim** **them**. This act would likely function similarly to the Homestead Acts, which allowed settlers who worked unclaimed land, to buy that land at very little cost. Furthermore, these groups claim that they are **not** **subject** **to** the **O**uter **S**pace **T**reaty, as the treaty’s provisions only govern nations. “The language of the Outer Space Treaty does not forbid private claims on and settlement of celestial bodies, only national appropriations. Furthermore, nations themselves are answerable in case of any environmental damages.” It is an interesting theory, and these 21st century frontiersmen and women might be correct. The Outer Space Treaty does not only govern nations themselves, but national oversight of non-governmental organizations as well. As all private attempts at space colonization on Proxima b and any other celestial body would be through corporate entities. These corporate entities would certainly fall under the national mandate to authorize and continually supervise the operation of such groups. But just because governments must have some form of oversight in place to manage private space exploration corporations, does not mean there is a mandate to control the legal operation of such corporations. The language of the Outer Space Treaty does not forbid private claims on and settlement of celestial bodies, only national appropriations. Furthermore, nations themselves are answerable in case of any environmental damages. Nations can certainly pass laws regulating the actions of private corporations consistent with the Outer Space Treaty’s mandate, and in fact the U.S. is already considering and attempting to create policies governing private space craft and travel. The problem is that none of this law has become official yet. The reality behind this entire discussion is that it will not become truly important until either nations or private corporations prove they can travel to another planet. Until then, the laws of space colonization are nothing more than an academic exercise. However, they have been proven important in one sense: protection of our moon. Prohibitions on national appropriation, military use, or exploitation have certainly been effective in keeping the moon unmolested (though technological and financial constraints also played a major role). So perhaps there is a reasonable groundwork for the future laws of space colonization. Proxima b may not be the first place they are exercised, but the discovery of a relatively nearby Earthlike planet is sure to hasten the need for such laws to be in place before we land. The law now needs to boldly go where no law has gone before.

#### 2---Replacement

#### Private space is eroding gov positionality on exploration - they are shifting to different priorities - NASA proves---their author.

Davenport 21 (, C., 2021. As private companies erode government’s hold on space travel, NASA looks to open a new frontier. [online] Washington Post. Available at: <https://www.washingtonpost.com/technology/2021/02/25/nasa-space-future-private/> [Accessed 4 January 2022] Christian Davenport is a political scientist at the University of Michigan. affiliated with the Ford School of Public Policy as well as the University of Michigan Law School. He is also a Research Professor at the Peace Research Institute Oslo and an Elected Fellow of the American Academy of Arts and Sciences.)-rahulpenu

As private **companies** **erode** **government’s** **hold** on space travel, NASA looks to open a new frontier With companies like Elon Musk’s SpaceX taking off, the space agency is facing a **fundamental** **change** in its identity The four astronauts who will fly on a SpaceX mission by the end of the year will be a bunch of private citizens with no space experience. One’s a billionaire funding the mission; another is a health care provider. The third will be selected at random through a sweepstakes, and the last seat will go to the winner of a competition. In the new Space Age, you can buy a ticket to orbit — no need to have been a fighter pilot in the military or to compete against thousands of other overachievers for a coveted spot in NASA’s astronaut corps. In fact, for this mission, the first composed entirely of private citizens, NASA is little more than a bystander. It does not own or operate the rocket that will blast the astronauts into space or the capsule they will live in for the few days they are scheduled to circle Earth every 90 minutes. NASA has no say in selecting the astronauts, and it will not train or outfit them — that will all be done by Elon Musk’s SpaceX. The money to pay for the flight also will not come from NASA — or any other government account. The cost of the project is being borne by a billionaire, Jared Isaacman, who has set it up as a fundraiser for St. Jude’s Research Hospital and a promotional device for his business, Shift4Shop, which helps businesses set up websites and process payments. This is the new look of human space exploration as government’s long-held monopoly on space travel continues to erode, redefining not only who owns the vehicles that carry people to space, but also the very nature of what an astronaut is and who gets to be one. And it comes as NASA confronts some of the largest changes it has faced since it was founded in 1958 when the United States’ world standing was challenged by the Soviet Union’s surprise launch of the first Sputnik into orbit. Now it is NASA’s unrivaled primacy in human spaceflight that is under challenge. Thanks to NASA’s investments and guidance, the **private** space **sector** has **grown** **tremendously** — no entity more than SpaceX, which according to CNBC is now worth $74 billion. The commercial space industry is taking on ever more roles and responsibilities — flying not just cargo and supplies to the International Space Station, but even NASA’s astronauts there. The private sector will launch some of the major components of the space station NASA wants to build in orbit around the moon, and private companies are developing the spacecraft that will fly astronauts to and from the lunar surface. Space enthusiasts, including NASA, see enormous benefit in the shift — a new era of space exploration that will usher in a more capable and efficient space industry. But the changing dynamic also has left NASA, which for decades has set the pace for the American space project, with an uncertain role, a development NASA’s Safety Aerospace Safety Advisory Panel warns could have consequences for years to come. The growth of companies like SpaceX has "tremendous upside potential — and are accompanied by equally tremendous challenges for managing the risk of human space exploration,” it said in its annual report, released last month. “NASA leadership in human space exploration is still preeminent, but the agency’s role is evolving with critical implications for how risk and safety will be managed.” So far, NASA has done well “as it shifts from principally executing its programs and missions to commercially acquiring significant key elements and services,” it said. But as the agency continues to evolve, “NASA must make some strategically critical decisions, based on deliberate and thorough consideration, that are necessary because of their momentous consequences for the future of human space exploration and, in particular, for the management of the attendant risks.” In an interview, Steve Jurczyk, NASA’s acting administrator, said the agency is well aware of how its identity and role are changing, and he likened the agency’s role to how the U.S. government fostered the commercial aviation industry in the early 20th century. NASA’s predecessor, NACA, or the National Advisory Committee for Aeronautics, “did research, technology development to initially support defense … but also later on supporting a burgeoning commercial aircraft industry and aviation industry,” he said. “So that may be how we evolve, moving forward on the space side. We’re going to do the research and the technology development and be the enablers for continuing to support the commercial space sector.” NASA has not ceded all ground. It still leads major exploration and science programs that no company could match. Last week, for example, it landed a rover the size of a car on Mars, hitting a precise landing target after traveling nearly 300 million miles. Later this year, it is scheduled to launch the James Webb telescope, which is designed to look back in time to the origins of the universe. And it also recently snagged a sample of rocks and soil from an asteroid 200 million miles from Earth to return them to Earth for study. “NASA works," Rob Manning, the chief engineer at NASA’s Jet Propulsion Laboratory, said after the Perseverance landed safely on Mars. “When we put our arms together and our hands together and our brains together, we can succeed. This is what NASA does.” Those big, daring, push-the-envelope missions is where **NASA’s** **future** **lies**, agency and industry officials agree. Not in looking for financial gain, but blazing the trail and opening new frontiers, and then **allowing** **private** industry **to** **take** **over** in the way homesteaders expanded into the West. Within NASA, there is still some resistance to that paradigm shift. “NASA feels like that’s our domain,” said Phil McAlister, NASA’s director of commercial spaceflight. “And my response is, the solar system is a big place. We at NASA should always be doing the next thing, the thing where the profit motive is not as evident and where the barriers to entry are still too high for the private sector to really make a compelling business case.” Jan Worner, the outgoing general director of the European Space Agency, agrees. “I believe space agencies have to change,” he said in an interview. “If you are fixed permanently to the same thing that you did in the past, you will lose.” But NASA officials are concerned that much of the future workforce is going to be attracted to a growing number of commercial companies doing amazing things. There is Planet, for example, which is putting up constellations of small satellites that take an image of Earth every day. Or Relativity Space, which is 3-D printing entire rockets. Or Axiom Space, which is building a commercial space station. Or Astrobotic, which intends to land a spacecraft on the moon later this year. The question NASA faces, then, is an urgent one: “How do you maintain that NASA technical expertise?” Jurczyk said. The agency does not know. “It may mean people are hiring more midcareer from industry or having people come to NASA, then go to industry, and come back. Or a different model where maybe you’re not coming to NASA and staying for your 35-, 40-year career,” he said. “We’re still thinking through that.” The workforce predicament was not on NASA’s mind when it embarked on this road in 2006. That is when it awarded relatively small contracts to see whether the private sector could develop spacecraft capable of taking cargo to the International Space Station. At the time, SpaceX, which won an award, was largely unknown and on the verge of bankruptcy, with just one successful flight to orbit for its Falcon 1 rocket after three failures. Outside of what Musk once called “the weird rebels within NASA,” few thought the program would work. It was not taken seriously by the mainstream aerospace industry or even by NASA’s leadership. “Let’s just give these annoying commercial people enough money so that they can fail, and we can say, ‘That was dumb. We don’t have to do that again,'” Musk once told The Washington Post. But it did work. And now NASA is **relying** **on** the **private** sector not only to deliver supplies and science experiments to the surface of the moon, but also its most precious cargo — its astronauts — there. Turning over human spaceflight to the private sector was a line many thought NASA would never cross. But last year, SpaceX successfully flew two crewed missions to the space station, and Boeing, the other company with the human spaceflight contract, is hoping to fly its first later this year. NASA has been eager to build on that success and hire private-sector companies to build and operate the spacecraft that would take astronauts to and from the surface of the moon. And while NASA’s flagship rocket, the Space Launch System, would be used to fly astronauts to the moon and be the most powerful ever built, it has suffered all sorts of cost overruns and technical delays. A test of its engines that was supposed to last as long as eight minutes was cut short after just one because of a technical problem. And the redo of the test was recently postponed by NASA, which said it was looking into a problem with one of the valves. Recently, the NASA inspector general said the total cost of the rocket would reach $27 billion through 2025. That enormous cost has outraged critics of the space program, who have derided the effort as little more than a jobs program for select congressional districts and dubbed it the “Senate Launch System.” Recently, the Bloomberg editorial board called for the Biden administration to “scrap the Space Launch System,” asking, “Why is the U.S. government building a space rocket?” “No doubt, the era of government spacefaring had its glories,” the editorial read. “But space is now a $424 billion business, with U.S. companies at its forefront. The new administration should embrace this revolution — and bring the power of private enterprise to bear in crossing the next cosmic frontier.” Some high-level NASA officials, including former NASA Administrator Jim Bridenstine, have indicated that if the commercial sector can develop lower-cost alternatives, the space agency would have no choice but to consider those instead. NASA has already shifted one major mission from SLS — recently it announced that a commercial rocket, and not SLS, as Congress had mandated for years, would launch the Europa Clipper spacecraft that would study Jupiter’s moon. That alone would save NASA “over $1.5 billion compared to using an SLS rocket,” according to NASA’s fiscal year 2021 budget request. NASA has always relied on contractors to build its hardware — from the Apollo lunar module built by Grumman to the space shuttle, built largely by North American Rockwell. But NASA defined the precise requirements, took ownership of the spacecraft and operated them. That is not the case with many of its programs today. It works alongside the companies to validate their rockets and spacecraft and ensure they meet the agency’s safety standards. But the hardware and the launch procedures remain in private hands. The private astronaut mission, dubbed Inspiration4, marks the next iteration in this transition. Isaacman, the billionaire founder and chief executive of Shift4Shop, a payments technology company, paid an undisclosed sum for the SpaceX flight. Isaacman, an accomplished pilot, will occupy one of the four seats. Another will go to Hayley Arceneaux, a 29-year-old physician assistant at St. Jude Children’s Research Hospital. The third is to be raffled off as part of a fundraising effort for the hospital. And the fourth seat will go to the winner of a competition among entrepreneurs who use Shift4Shop’s platform. Isaacman has donated $100 million to St. Jude and hopes the fundraising effort will match that. “We will, of course, coordinate this with NASA,” Musk said on a call with reporters earlier this month to discuss the mission. “NASA has been briefed on this and is supportive.” But it will be SpaceX and the crew that will determine the flight parameters and training requirements, not NASA. “Wherever you want to go, we’ll take you there,” Musk said to Isaacman on the call. That mission will be followed by a second flight made up entirely of civilians — three wealthy business executives, who are each paying $55 million, in addition to the commander, Michael Lopez-Alegria, a former NASA astronaut who now serves as a vice president at Axiom. Instead of spending a few days inside SpaceX’s Dragon spacecraft, which has about as much interior room as a large SUV, they will fly to the International Space Station. They will spend eight days there before flying back. Ultimately, Axiom’s goal is even bigger — to build a space station of its own. The ISS is getting old and will need to come down at some point. NASA has said that it would eventually get out of the space station business — and outsource that to the private sector as well. Axiom is one of the leading candidates to build the successor. If Axiom is successful, it could then proceed to its ultimate goal: charter missions of private citizens, flying on private rockets to a private space station with little to no involvement from NASA.

#### 3---Stations and Capabilities

#### Private space stations and capabilities are the future of exploration---NASA and countries is transitioning to private stations.

Frey 1-6 (, T., 2022. Private Space Stations: The Future Portals for Private Space Commerce and Tourism. [online] Futurist Speaker. Available at: <https://futuristspeaker.com/future-trends/private-space-stations-the-future-portals-for-private-space-commerce-and-tourism/> [Accessed 30 January 2022].)-rahulpenu

Private Space Stations: The Future Portals for Private Space Commerce and Tourism

The future of space research and development is tied to private enterprise – specifically private space stations. Now that government-funded programs have proven basic concepts about getting to and living/working in space, NASA and agencies from other countries will continue to turn many aspects of space station work over to private companies.

The International Space Station (ISS) will be unusable by the end of this decade and at that point NASA and other countries will resort to renting space on privately owned, earth orbiting stations.

NASA is hedging its bets and providing grants to several private companies in hopes of jump starting and accelerating their development of private space stations. No doubt any of these companies will be honored to have NASA as a primary tenant, but they’re setting their sights even higher – literally.

Space Flight Tourism Has Begun

We’ve already broken the public-private barrier with tourist excursions for low-earth, brief or multi-day orbital flights. The Russians have been making their Soyuz vehicle available for ferrying private citizens to the ISS for more than a decade.

Now, in addition to ferrying crews to the ISS for NASA, SpaceX also is using its equipment to provide multi-day orbital flights for private citizens. Late last year, SpaceX hosted four space tourists for a three-day orbiting tour.

Space Destination Tourism

Axiom Space, one of the companies supported by NASA, is planning to rent out the SpaceX vehicle from Elon Musk’s team to transport company clients to an eight-day literal “around the world” orbital flight cruise aboard the ISS. This represents the second phase of the space tourism industry – to deliver space tourists to orbiting modules and stations. We’re there already of course, but these programs are in their infancy.

When the ISS goes out of commission, we’ll see private space stations take up the slack – both for NASA’s important work and for wealthy space tourists’ once-in-a-lifetime experiences. Axiom has a leg up on this venture, as it’s planning to attach a module to the ISS for several years before detaching it to form the basis of its own private space station.

Orbital Vacations

Over time, space station tourists won’t be content to live even for a few days in a lab-like environment – the kind we’re used to seeing on videos from the ISS.

Private, orbiting space stations will be upgraded. They won’t be luxurious at first, but they’ll have slightly upgraded sleeping pods and small common areas for lounging instead of working.

NASA will still have its labs and astronaut quarters on board. The tourists will need to stay in their own area, although some will want to do more than look out the window for days at a time and will volunteer to participate in research after receiving some on-the-ground training before liftoff.

The Next Frontier

The next step in the space tourism progression is to break beyond the Earth orbit and place space facilities in other locations – orbiting the Earth’s moon or on the moon itself.

We’ll also see space vacations and research destinations in non-planet orbiting space.

Supporting Space Commerce

Down the road even further, space workers for commercial ventures will become another category of private citizen astronauts. These workers will be hopping from one private space station to the next as space station entrepreneurs place facilities at ever-more distant waypoints in space. Tasks like asteroid mining will be done by robots, of course, but in some cases, human intervention at the mining location may be needed to keep things progressing. These private space stations will serve as staging areas, regional offices, and warehouses.

Space Highways

It’s not too hard to imagine that eventually, along well-established routes to commercial areas in space and to other planets, we’ll see the emergence of additional space structures – hardly space “stations” anymore – with specific functions. Passing vehicles will dock to resupply, make deliveries, make repairs, refresh crews and passengers, and provide almost the same variety of services you’d expect to see along a U.S. interstate highway.

Even further into the future, we’ll see scheduled flights from earth to the larger space communities and then between those locations, similar to the familiar hub and spoke arrangements used by the world’s airlines today. As we scale these operations, space recreation and tourism will be open to far more of Earth’s citizens.

These flights will be even more necessary when people (originally workers on those remote outposts) choose to remain in space-based facilities indefinitely, purchasing or renting accommodations – maybe as retirement destinations.

Will Space Remain International?

At this time, the U.S., China, India, Russia, the UK, Japan, the UAE and maybe a few other nations have or conceivably could develop the capability to push into space for tourism or commerce.

But who owns space? Will we see any borders or territorial claims? Back in 1960, the United Nations determined that space was truly wide open. No country could lay claim to any areas or create any borders.

Will today and tomorrow’s nations abide by that? This neutrality principle might be tested as structures emerge on the moon and Mars and as we’re able to easily reach areas of space with valuable resource-laden asteroids. We may also come across some entities that come from other parts of the universe who would beg to differ about that jurisdiction of the UN!

Baby Steps So Far Are an Exciting Promise of What’s to Come

With these kinds of futuristic images in mind, it’s easy to see that what’s happened in the past decade and what will take place in the next few years are important steps, but they’re still just baby steps.

What needs to and will happen, though, is that as more and more tourist space flights occur on private vehicles and more and more private residents spend a few days at a time on the ISS and later the private space stations, people and investors will be convinced that futuristic, recreational space travel and residency is no longer science fiction but a legitimate, future personal and business opportunity. The Jetsons won’t seem as far fetched as they did 60 years ago.

In 2022, we’ll see a remarkable surge in this direction with more visitors going to space and to the ISS, along with breakthroughs in how to build and integrate structures in space. As long as we don’t see any major catastrophes (unfortunately, they’re almost inevitable and it’s important we keep them in perspective and learn from them when they happen), we’ll see growing confidence in the viability of recreational space travel.

Ten years from now, even if you’re not ready to book a hotel stay near Mars, you should buy a ticket for an Earth orbit trip or make reservations for a once-in-a-lifetime space station vacation. That’s where you’re going to see the greatest shows off Earth.

#### Turns every aff scenario because it proves that the only scenario for space colonization would be under private firms

### Russia

#### On the Russia Advantage

#### AT CSIS – No Internal Link – it’s limited to space – zero risk of spill-over into broader cooperation – proven by Putin-Biden tensions across the board in the Ukraine – why does Biden cooperating w/ Russia over one issue solve every issue.

#### AT Luzmoore – a “rare field of cooperation” doesn’t assume good faith by Russia – our evidence says Russia is using a farce of cooperation

#### AT Weir – U/Q overwhelms the Link – first line is “Russia’s relations with the United States appears to be plumbing depths … unseen even during the original cold war” – no chance small co-op over Deep Space solves any of that.

#### Space coop doesn’t reverse causally solve relations – specifically US and Russia

Knipfer, 17 - BA in Polisci & IR from McDaniel College with a specialized focus on outer space history, affairs, and policy; pursuing Masters studies in Space Policy at George Washington University’s Space Policy Institute Cody Knipfer, “International Cooperation and Competition in Space” http://www.reallycoolblog.com/international-cooperation-and-competition-in-space/

It need be remembered that while space cooperation may serve as diplomatic signaling and as “grease on the wheels” for a country seeking to achieve its foreign policy aims, it is more often an effect of developments in international relations than a direct cause. While the Apollo-Soyuz Test Project was a marker and symbol of détente between the United States and Soviet Union, for example, it was not the catalyst nor the primary driver. Likewise, American cooperation with – and indeed current reliance on, for crew transportation – Russia in the International Space Station did not prevent nor has stymied the reemergence and growth of tensions between the two countries. Nonetheless, when coupled with an active diplomatic strategy on Earth, space cooperation can serve to strengthen a country’s foreign policy pursuits. And, by process of establishing diplomatic channels and acclimating leaders to partners’ decision-making processes, institutional cultures, and standard operating procedures, it enables future cooperation between countries in space and on Earth – and, critically, builds trust.

#### AT Arbatov – No Reverse U/Q for Coop driving Arms Control now – means Miscalc is inevitable since the card assumes existing cooperation.

### Debris

#### Squo debris thumps

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Earth orbit is getting more and more crowded as the years go by. Humanity has launched about 12,170 satellites since the dawn of the space age in 1957, [according to the European Space Agency](https://www.esa.int/Safety_Security/Space_Debris/Space_debris_by_the_numbers) (ESA), and 7,630 of them remain in orbit today — but only about 4,700 are still operational. That means there are nearly 3,000 defunct spacecraft zooming around Earth at tremendous speeds, along with other big, dangerous pieces of debris like upper-stage rocket bodies. For example, orbital velocity at 250 miles (400 kilometers) up, the altitude at which the ISS flies, is about 17,100 mph (27,500 kph). At such speeds, even a tiny shard of debris can do serious damage to a spacecraft — and there are huge numbers of such fragmentary bullets zipping around our planet. ESA estimates that Earth orbit harbors at least 36,500 debris objects that are more than 4 inches (10 centimeters) wide, 1 million between 0.4 inches and 4 inches (1 to 10 cm) across, and a staggering 330 million that are smaller than 0.4 inches (1 cm) but bigger than 0.04 inches (1 millimeter). These objects pose more than just a hypothetical threat. From 1999 to May 2021, for example, the ISS conducted 29 debris-avoiding maneuvers, including three in 2020 alone, [according to NASA officials](https://www.nasa.gov/mission_pages/station/news/orbital_debris.html). And that number continues to grow; the station performed [another such move in November 2021](https://www.space.com/space-station-dodging-chinese-space-junk-spacex-crew-3), for example. Many of the smaller pieces of space junk were spawned by the explosion of spent rocket bodies in orbit, but others were more actively emplaced. In January 2007, for instance, China intentionally destroyed one of its defunct weather satellites in a much-criticized test of anti-satellite technology that generated [more than 3,000 tracked debris objects](https://swfound.org/media/9550/chinese_asat_fact_sheet_updated_2012.pdf) and perhaps 32,000 others too small to be detected. The vast majority of that junk remains in orbit today, experts say. Spacecraft have also collided with each other on orbit. The most famous such incident occurred in February 2009, when Russia's defunct Kosmos 2251 satellite slammed into the operational communications craft Iridium 33, producing [nearly 2,000 pieces of debris](https://swfound.org/media/6575/swf_iridium_cosmos_collision_fact_sheet_updated_2012.pdf) bigger than a softball. That 2009 smashup might be evidence that the Kessler Syndrome is already upon us, though a cataclysm of "Gravity" proportions is still a long way off. "The cascade process can be more accurately thought of as continuous and as already started, where each collision or explosion in orbit slowly results in an increase in the frequency of future collisions," [Kessler told Space Safety Magazine in 2012](http://www.spacesafetymagazine.com/space-debris/kessler-syndrome/don-kessler-envisat-kessler-syndrome/).

#### Collision risk is very small

Fange 17 Daniel Von Fange 17, Web Application Engineer, Founder and Owner of LeanCoder, Full Stack, Polyglot Web Developer, “Kessler Syndrome is Over Hyped”, 5/21/2017, http://braino.org/essays/kessler\_syndrome\_is\_over\_hyped/

The orbital area around earth can be broken down into four regions. Low LEO - Up to about 400km. Things that orbit here burn up in the earth’s atmosphere quickly - between a few months to two years. The space station operates at the high end of this range. It loses about a kilometer of altitude a month and if not pushed higher every few months, would soon burn up. For all practical purposes, Low LEO doesn’t matter for Kessler Syndrome. If Low LEO was ever full of space junk, we’d just wait a year and a half, and the problem would be over. High LEO - 400km to 2000km. This where most heavy satellites and most space junk orbits. The air is thin enough here that satellites only go down slowly, and they have a much farther distance to fall. It can take 50 years for stuff here to get down. This is where Kessler Syndrome could be an issue. Mid Orbit - GPS satellites and other navigation satellites travel here in lonely, long lives. The volume of space is so huge, and the number of satellites so few, that we don’t need to worry about Kessler here. GEO - If you put a satellite far enough out from earth, the speed that the satellite travels around the earth will match the speed of the surface of the earth rotating under it. From the ground, the satellite will appear to hang motionless. Usually the geostationary orbit is used by big weather satellites and big TV broadcasting satellites. (This apparent motionlessness is why satellite TV dishes can be mounted pointing in a fixed direction. You can find approximate south just by looking around at the dishes in your northern hemisphere neighborhood.) For Kessler purposes, GEO orbit is roughly a ring 384,400 km around. However, all the satellites here are moving the same direction at the same speed - debris doesn’t get free velocity from the speed of the satellites. Also, it’s quite expensive to get a satellite here, and so there aren’t many, only about one satellite per 1000km of the ring. Kessler is not a problem here. How bad could Kessler Syndrome in High LEO be? Let’s imagine a worst case scenario. An evil alien intelligence chops up everything in High LEO, turning it into 1cm cubes of death orbiting at 1000km, spread as evenly across the surface of this sphere as orbital mechanics would allow. Is humanity cut off from space? I’m guessing the world has launched about 10,000 tons of satellites total. For guessing purposes, I’ll assume 2,500 tons of satellites and junk currently in High LEO. If satellites are made of aluminum, with a density of 2.70 g/cm3, then that’s 839,985,870 1cm cubes. A sphere for an orbit of 1,000km has a surface area of 682,752,000 square KM. So there would be one cube of junk per .81 square KM. If a rocket traveled through that, its odds of hitting that cube are tiny - less than 1 in 10,000.

#### Uncertainty from debris collisions creates restraint not instability.

MacDonald 16, B., et al. "Crisis stability in space: China and other challenges." Foreign Policy Institute. Washington, DC (2016). (senior director of the Nonproliferation and Arms Control Project with the Center for Conflict Analysis and Prevention)//Elmer

In any crisis that threatens to escalate into major power conflict, political and military leaders will face uncertainty about the effectiveness of their plans and decisions. This uncertainty will be compounded when potential conflict extends to the space and cyber domains, where weapon effectiveness is largely untested and uncertain, infrastructure interdependencies are unclear, and damaging an adversary could also harm oneself or one’s allies. Unless the stakes become very high, no country will likely want to gamble its well-being in a “single cosmic throw of the dice,” in Harold Brown’s memorable phrase. 96 The novelty of space and cyber warfare, coupled with risk aversion and worst-case assessments, could lead space adversaries into a situation of what can be called “hysteresis,” where each adversary is restrained by its own uncertainty of success. This is conceptually shown in Figures 1 and 2 for offensive counter-space capabilities, though it applies more generally. 97 These graphs portray the hypothetical differences between perceived and actual performance capabilities of offensive counter-space weapons, on a scale from zero to one hundred percent effectiveness. Where uncertainty and risk aversion are absent for two adversaries, no difference would exist between the likely performance of their offensive counter-space assets and their confidence in the performance of those weapons: a simple, straight-line correlation would exist, as in Figure 1. The more interesting, and more realistic, case is notionally presented in Figure 2, which assumes for simplicity that the offensive capabilities of each adversary are comparable. In stark contrast to the case of Figure 1, uncertainty and risk aversion are present and become important factors. Given the high stakes involved in a possible large-scale attack against adversary space assets, a cautious adversary is more likely to be conservative in estimating the effectiveness of its offensive capabilities, while more generously assessing the capabilities of its adversary. Thus, if both side’s weapons were 50% effective and each side had a similar level of risk aversion, each may conservatively assess its own capabilities to be 30% effective and its adversary’s weapons to be 70% effective. Likewise, if each side’s weapons were 25% effective in reality, each would estimate its own capabilities to be less than 25% effective and its adversary’s to be more than 25% effective, and so on. In Figure 2, this difference appears, in oversimplified fashion, as a gap that represents the realistic worry that a country’s own weapons will under-perform while its adversary’s weapons will over-perform in terms of effectiveness. If both countries face comparable uncertainty and exhibit comparable risk aversion, each may be deterred from initiating an attack by its unwillingness to accept the necessary risks. This gap could represent an “island of stability,” as shown in Figure 2. In essence, given the enormous stakes involved in a major strike against the adversary’s space assets, a potential attacker will likely demonstrate some risk aversion, possessing less confidence in an attack’s effectiveness. It is uncertain how robust this hysteresis may prove to be, but the phenomenon may provide at least some stabilizing influence in a crisis. In the nuclear domain, the immediate, direct consequences of military use, including blast, fire, and direct radiation effects, were appreciated at the outset. Nonetheless, significant uncertainty and under-appreciation persisted with regard to the collateral, indirect, and climatological effects of using such weapons on a large scale. In contrast, the immediate, direct effects of major space conflict are not well understood, and potential indirect and interdependent effects are even less understood. Indirect effects of large-scale space and cyber warfare would be virtually impossible to confidently calculate, as the infrastructures such warfare would affect are constantly changing in design and technology. Added to this is a likely anxiety that if an attack were less successful than planned, a highly aggrieved and powerful adversary could retaliate in unanticipated ways, possibly with highly destructive consequences. As a result, two adversaries facing potential conflict may lack confidence both in the potential effectiveness of their own attacks and in the ineffectiveness of any subsequent retaliation. Such mutual uncertainty would ultimately be stabilizing, though probably not particularly robust. This is reflected in Figure 2, where each side shows more caution than the technical effectiveness of its systems may suggest. Each curve notionally represents one state’s confidence in its offensive counter-space effectiveness relative to their actual effectiveness. Until true space asset resilience becomes a trusted feature of space architectures, deterrence by risk aversion, and cross-domain deterrence, may be the only means for deterrence to function in space.

#### Active debris removal coming now – solves debris

**Chow 18** [Brian G. - PhD in physics from Case Western Reserve University, “Space Arms Control: A Hybrid Approach,” p. 115, *Strategic Studies Quarterly*, Volume 12, Number 2, JSTOR]

There are three reasons the United States **should not attempt to ban debris removal** and servicing spacecraft to deal with space stalking threat. First, ADR spacecraft are necessary in the emerging era **to prevent the space debris population from increasing and hindering the peaceful uses of space.** Also, as space technologies continue to become more capable and less expensive, it is highly advantageous to have some satellite services performed in space. Second, as noted earlier, China will likely deploy both ADR and OOS spacecraft in the early 2020s and Russia is likely to follow suit in the 2020s. Even if the United States wanted to delay ADR and OOS deployment for the benefit of preventing space stalker threat, it could not dissuade China and Russia from such a deployment. Third, and most importantly, there is a way to both deter and defend against space stalkers and still be able to benefit from the presence of ADR and OOS spacecraft.

#### Even full-scale escalation over debris war won’t trigger Kessler – modelling

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The probabilities and rates of collisions of objects from different groups were calculated using a coefficient converting the rate of collisions between objects from one group to the rate of collisions between objects from another group. The initial base rate was estimated using iterative simulations and comparison of the resulting runs with real data and outputs from other models. Detailed model built by a group of researchers from the Lawrence Livermore National Laboratory was used as a base for the calibration [see 9]. As the major factor influencing collision probability is size, the probability increases with square of the diameter representing bigger area for possible impact. Speed would be another factor influencing the probability of impacts, but the speed depends on the distance from the Earth and is not influenced by debris size. It means that it will not vary between different debris groups and thus will not influence the collision probability conversion parameters in our model. One the most important limitations and simplifications of the model is the uncertainty of size, structure, and composition of the satellites—i.e. what debris the satellite will disintegrate into in case of a collision. Perhaps even more crucially, the rate of orbital decay changes significantly with the altitude and eccentricity of the trajectory. The lower the orbital altitude is or the more eccentric it is, the more drag the object experiences as it passes through the last vestiges of our atmosphere. Therefore, objects in the lower or more eccentric orbit will decay significantly faster. Thus, the actual lifetime of a piece of debris can easily vary from days to centuries. It also needs to be noted that while it may take many decades for a satellite to decay (especially from the popular orbits between 500 km and 800 km), we cannot assume the same about debris. That is because while satellite orbits typically have very low eccentricity, collisions result in fragments with velocities and trajectories that vary and differ from the original intact satellite (i.e. are more eccentric and decay faster). This makes estimating rate of orbital decay of debris quite difficult, especially when combined with the ongoing laudable efforts by Inter-Agency Space Debris Coordination Committee (IADC) to shorten the lifetime of satellites after they cease planned operations [14], [15]. Therefore, both the orbital and structural parameters used here are (and must be) overall averages designed to represent a “general LEO satellite” and are based on previous fragmentations, of which there are but few. Furthermore, this is getting increasingly more difficult as satellites are getting progressively more diverse, especially with the ongoing boom of the miniaturized CubeSats [16]. This leads to a relatively wide and heterogeneous population of real satellites being represented by a single, homogenized stock of simulated satellites in the model. It is also uncertain and difficult to predict how exactly is this going to evolve in the far future, what proportion of launched satellites will be of which size, and into which orbit they will be placed. Lacking precise information, we simply extrapolate current and expected trends. 5. Scenarios and simulation results 5.1. Business as usual and beyond The baseline scenario represents a continuation of the current trends, which are simply extended into the future. An average 1% growth rate of yearly launches of new satellites (starting at 89) is assumed, together with constant success rate in satellites’ ability to actively avoid collisions with debris and other satellites, constant lifetime, and failure rate. This basic model lacks any sudden events or major policy changes that would markedly influence the debris propagation. However, it serves both as a foundation for all the following scenarios and as a basis of comparison to see what the impact would be. Given high uncertainty regarding future state of the satellite industry (how many satellites will be launched per year, of what type and size, etc.), we elected to limit our simulations to 50 years. The model can certainly continue beyond this point, but the associated unknowns make the simulations progressively less useful. Running this model for its full 50 years (2016–2066) yields the expected result of perpetually growing amount of debris in the LEO. One can observe nearly 2-fold increase in the large debris (over 10 cm) and 3-fold increase in small debris (less than 1 cm) quantities (Fig. 5). The oscillations visible in the graph are caused by the aforementioned solar cycles which influence the rate of reentry for all simulated populations except the still active (i.e. powered) satellites. Also please note that throughout the article, the graphs use quite different scales for debris populations because of the considerable variations between scenarios. Using any single scale for all graphs would render some of them unintelligible. We can see that this increase in numbers still does not result in realization of the Kessler syndrome as most of the satellites being launched remain intact for their full expected service life. However, it comes with a considerable increase in risk to satellites, which is manifested by their higher yearly losses, making satellites operations riskier and more expensive for governments and private companies alike. This increased amount of debris in LEO combined with the larger number of active satellites makes it approximately twice as likely that an active satellite will suffer a disabling hit or a total disintegration during its lifetime. It should be noted that this risk might possibly be offset by future improvements in satellite reliability, debris tracking, and navigation [17]. This negative development of increasingly risky and costly operation of satellites can also be highlighted and visualized in a graph by comparing the number of satellites launched to the number of satellites lost (to collisions as well as malfunctions) in each given year (Fig. 6). This ratio shows diminishing efficiency of the system, where number of losses per launch increases. After fully acknowledging limitations stemming from inherent uncertainties, we can also try to “make things expectedly worse” by doubling the growth rate of yearly launches (to what it perhaps might end up being because of the boom in satellites industry because of increasing privatization of space, growing demand for communication satellites, etc.) and also extending the simulation timeframe to 200 years (Fig. 7). It must be stressed that the model was not designed with such long outlooks in mind, and many of the assumptions will certainly not hold over the next 200 years (such as static launch rate growth, size, and structure of the satellites, their lifetime, evasion rates, lack of mitigation, and many others). But in the overwhelmingly unlikely case that these assumptions stay true, the simulated outcome seems to suggest a collapse of sorts around the year 2163. However, it does not look like a suddenly triggered chain reaction leading to widespread fragmentation of the entire LEO but rather like a gradually reached point at which LEO is so full of debris, and the rate of active satellite fragmentation is so high (almost one every day) that the launches cannot keep up anymore. This is consistent with the findings reported by LaFleur and Finkelman, who found the debris system to be unconditionally stable [18], [19], [27]. 5.2. Antisatellite weapon system scenario Apart from the usual collisional risks that satellites face in the LEO, there has been growing concern regarding the development of antisatellite weapon systems (ASATs) by several world powers (namely China, Russian Federation, and the United States). These weapons are designed to intercept and destroy orbiting satellites and are, for the most part, descended from the antiballistic missile defense systems. While there are some alternative designs under development, the current generation mostly takes form of a boosted missile with a kinetic kill vehicle. This method of destruction (a collision of a missile with a satellite) leads to extensive fragmentation and creation of large debris clouds. A prime example of this was the Chinese 2007 ASAT test which destroyed China's own decommissioned weather satellite FengYun-1C. This hypervelocity collision created around 3000 pieces of medium to large debris and tens of thousands of smaller pieces, most of which will remain in orbit for decades, thus considerably contributing to overall risk of future orbital collisions [20]. As much as occasional tests of ASATs are increasing the amount of debris in the LEO, a greater danger by far is the possibility of a large-scale ASAT deployment during an armed conflict between two or more major, technologically advanced powers. Given the reliance of modern militaries on satellites for intelligence, communication, and navigation, it is generally presumed that the initial phase of any such conflict would involve mutual destruction of each other's satellites to blind the enemy and hinder their offensive operations [21], [22]. Such opening salvos could involve immediate destruction of dozens of satellites, thus creating massive clouds of debris threatening the remaining satellites and possibly leading to cascading disintegration across the entire orbit. This kind of hypothetical event is simulated in the second scenario, where an imaginary major military conflict erupts in the year 2040, during which roughly half of all military satellites are destroyed by intentional kinetic impacts using antisatellite weapons. With military and dual-use satellites generally representing a little over one-third of all satellites [23] (depending on criteria and the operating country), this results in some 200 satellites destroyed by ASATs in 2040 (Fig. 8). However, even this sudden event is not enough to trigger a chain reaction of satellites disintegrating in LEO, at least according to this model. Nevertheless, the number of collisions with active satellites ends up nearly twice as high at the end of the simulation (i.e. 25 years after the conflict and ASAT strikes) when compared to the previous run. This shows that the damage would be long-term and would negatively affect satellite operations (including commercial and scientific ones) for many years after any conflict involving ASATs.

#### 1ac webb says squo debris prevents exploration – we read blue

Webb 18 [(Amy Webb is a professor at the NYU Stern School of Business and is the chief executive of the Future Today Institute, a strategic foresight and research group in Washington, D.C.), “Space Oddities: We Need a Plan to Stop Polluting Space Before It’s Too Late” WIRED Science April 12, 2018 https://www.wired.com/story/we-need-a-plan-to-stop-polluting-space-before-its-too-late/] TDI

This debris will pose a navigation hazard for many centuries to come. At least 200 objects roar back into the atmosphere each year, including pieces of solar panels and antennas and fragments of metal. All of them pose dangers for future astronauts: One plum-sized piece of gnarled space trash traveling faster than a speeding bullet could rip a five-foot hole into a spacecraft. And that collision, then, would hatch its own spectacle of shrapnel, which would join the rushing river of junk already circling the planet.