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#### Plan: Space faring states should establish a multilateral agreement that restricts asteroid mining done by private entities

### Mining---1AC

#### Private entities are increasing mining now – US is key

Robert Garcia 18, currently an LLM Candidate in Cornell Law School's Law, Entrepreneurship & Technology program at Cornell Tech in NYC., “Regulating International Space Mining, an Enormous Industry,” Pacific Council on International Policy, 10-23-2018, https://www.pacificcouncil.org/newsroom/regulating-international-space-mining-enormous-industry

In 2015, the United States passed the U.S. Commercial Space Launch Competitiveness Act. The law’s passage has caused some consternation in the international space exploration community, as it specifically contemplates U.S. citizens performing commercial recovery in what would be a clear appropriation of asteroid and space resources. The law in pertinent part states that such U.S. citizens: shall be entitled to any asteroid resource or space resource obtained, including to possess, own, transport, use and sell the asteroid resource or space resource obtained in accordance with applicable law, including the international obligations of the United States (emphasis added). Luxembourg was quick to follow suit, and it passed its own national space mining law styled the Law of 20 July 2017 on the Exploration and Use of Space Resources. This law seeks to parallel U.S. law. However, according to a spokesman for the Luxembourg Ministry of Economy, there is one significant expansion over U.S. law, in that "in the U.S. law, a majority of a company's stakeholders must be in the United States, while the Luxembourg law places no restrictions on stakeholder locations." Critics state that the controlling international law is to be found in the United Nations treaties on space exploration. There are five major space treaties, but two specifically address exploitation of outer space resources. The first is the "Outer Space Treaty" (OST). One hundred nations, including the major spacefaring nations-the United States, China, Japan, and the Russian Federation-have ratified it. A subsequent treaty-the Moon Agreement-provides in a relevant part in Article 11, Paragraph 2, that "[t]he moon is not subject to national appropriation by any claim of sovereignty, by means of use or occupation, or by any other means." As of January 2018, relatively few states (18 total) had ratified the Moon Agreement and four additional states had signed but not ratified the agreement. However, of these 22 states, perhaps only Australia, France, and India have the capability to launch space vehicles. The Moon Agreement could have provided some guidance on exploitation of space resources, as it ostensibly prohibits claiming lunar natural resources for private ownership. However, the United States and Luxembourg are not parties to the Moon Agreement, and in consequence the treaty has no "governing effect." Nonetheless, some legal scholars contend that the United States would be in breach of its international obligations if it were to "unilaterally pretend" that its citizens may exercise ownership over extracted space resources, given the absence of recognition of such rights under international law. Clearly it is the stated aim of both the United States and Luxembourg to promote the commercial exploitation of space resources. The two nations’ respective pieces of legislation attempt to provide a legal basis for private citizens to engage in such activities, which some critics would characterize as prohibited "appropriation" under international law. The international community would be well-served by resolving the issue conclusively with an appropriate body of rules. As the technologies advance, we are inexorably headed toward space mining becoming a reality. Whether it will lead to increased resources, providing a net benefit for all people on earth, or serve to increase economic inequality by disproportionately favoring the spacefaring nations remains to be seen.

#### It causes dangerous space mining and deregulation globally – multilateralism solves.

Edd Gent 20, freelance science and technology writer, “Space Mining Should Be a Global Project—But It's Not Starting Off That Way,” Singularity Hub, 10-12-2020, https://singularityhub.com/2020/10/12/the-us-is-trying-to-hijack-space-mining-and-there-could-be-disastrous-consequences/

Exploiting the resources of outer space might be key to the future expansion of the human species. But researchers argue that the US is trying to skew the game in its favor, with potentially disastrous consequences. The enormous cost of lifting material into space means that any serious effort to colonize the solar system will require us to rely on resources beyond our atmosphere. Water will be the new gold thanks to its crucial role in sustaining life, as well as the fact it can be split into hydrogen fuel and oxygen for breathing. Regolith found on the surface of rocky bodies like the moon and Mars will be a crucial building material, while some companies think it will eventually be profitable to extract precious metals and rare earth elements from asteroids and return them to Earth. But so far, there’s little in the way of regulation designed to govern how these activities should be managed. Now two Canadian researchers argue in a paper in Science that recent policy moves by the US are part of a concerted effort to refocus international space cooperation towards short-term commercial interests, which could precipitate a “race to the bottom” that sabotages efforts to safely manage the development of space. Aaron Boley and Michael Byers at the University of British Columbia trace back the start of this push to the 2015 Commercial Space Launch Competitiveness Act, which gave US citizens and companies the right to own and sell space resources under US law. In April this year, President Trump doubled down with an executive order affirming the right to commercial space mining and explicitly rejecting the idea that space is a “global commons,” flying in the face of established international norms. Since then, NASA has announced that any countries wishing to partner on its forthcoming Artemis missions designed to establish a permanent human presence on the moon will have to sign bilateral agreements known as Artemis Accords. These agreements will enshrine the idea that commercial space mining will be governed by national laws rather than international ones, the authors write, and that companies can declare “safety zones” around their operations to exclude others. Speaking to Space.com Mike Gold, the acting associate administrator for NASA’s Office of International and Interagency Relations, disputes the authors’ characterization of the accords and says they are based on the internationally-recognized Outer Space Treaty. He says they don’t include agreement on national regulation of mining or companies’ rights to establish safety zones, though they do assert the right to extract and use space resources. But given that they’ve yet to be released or even finalized, it’s not clear how far these rights extend or how they are enshrined in the agreements. And the authors point out that the fact that they are being negotiated bilaterally means the US will be able to use its dominant position to push its interpretation of international law and its overtly commercial goals for space development. Space policy designed around the exploitation of resources holds many dangers, say the paper authors. For a start, loosely-regulated space mining could result in the destruction of deposits that could hold invaluable scientific information. It could also kick up dangerous amounts of lunar dust that can cause serious damage to space vehicles, increase the amount of space debris, or in a worst-case scenario, create meteorites that could threaten satellites or even impact Earth. By eschewing a multilateral approach to setting space policy, the US also opens the door to a free-for-all where every country makes up its own rules. Russia is highly critical of the Artemis Accords process and China appears to be frozen out of it, suggesting that two major space powers will not be bound by the new rules. That potentially sets the scene for a race to the bottom, where countries compete to set the laxest rules for space mining to attract investment. The authors call on other nations to speak up and attempt to set rules through the UN Committee on the Peaceful Uses of Outer Space. Writing in The Conversation, Scott Shackelford from Indiana University suggests a good model could be the 1959 Antarctic Treaty, which froze territorial claims and reserved the continent for “peaceful purposes” and “scientific investigation.” But the momentum behind the US’ push might be difficult to overcome. Last month, the agency announced it would pay companies to excavate small amounts of regolith on the moon. Boley and Byers admit that if this went ahead and was not protested by other nations, it could set a precedent in international law that would be hard to overcome. For better or worse, it seems that US dominance in space exploration means it’s in the driver’s seat when it comes to setting the rules. As they say, to the victor go the spoils.

#### Dangerous mining greatly increases the risk of space debris.

Sarah Scoles 15, “Dust from asteroid mining spells danger for satellites,” New Scientist, 5-27-2015, https://www.newscientist.com/article/mg22630235-100-dust-from-asteroid-mining-spells-danger-for-satellites/

NASA chose the second option for its Asteroid Redirect Mission, which aims to pluck a boulder from an asteroid’s surface and relocate it to a stable orbit around the moon. But an asteroid’s gravity is so weak that it’s not hard for surface particles to escape into space. Now a new model warns that debris shed by such transplanted rocks could intrude where many defence and communication satellites live – in geosynchronous orbit. According to Casey Handmer of the California Institute of Technology in Pasadena and Javier Roa of the Technical University of Madrid in Spain, 5 per cent of the escaped debris will end up in regions traversed by satellites. Over 10 years, it would cross geosynchronous orbit 63 times on average. A satellite in the wrong spot at the wrong time will suffer a damaging high-speed collision with that dust. The study also looks at the “catastrophic disruption” of an asteroid 5 metres across or bigger. Its total break-up into a pile of rubble would increase the risk to satellites by more than 30 per cent (arxiv.org/abs/1505.03800). That may not have immediate consequences. But as Earth orbits get more crowded with spent rocket stages and satellites, we will have to worry about cascades of collisions like the one depicted in the movie Gravity. Handmer and Roa want to point out the problem now so that we can find a solution before any satellites get dinged. “It is possible to quantify and manage the risk,” says Handmer. “A few basic precautions will prevent harm due to stray asteroid material.”

#### Clustering makes the risk of collisions *uniquely high* and the risk is understated

Dr. Darren McKnight 17, Ph.D., Technical Director for Integrity Applications, Previously Senior Vice President and Director of Science and Technology Strategy at Science Applications International Corporation, “Proposed Series of Orbital Debris Remediation Activities,” 3rd International Conference and Exhibition on Satellite & Space Missions, 5/13/2017, https://iaaweb.org/iaa/Scientific%20Activity/debrisminutes03166.pdf [graphics omitted]

In the future, this population will be added to primarily from collisions between large objects in orbit as the number of LNT produced is proportional to the mass involved in a collision (or explosion).2 Cataloged debris produced from a catastrophic collision will be liberated at about 1-3 fragments per kilogram of mass involved while LNT production is around 10-40 fragments per kilogram of mass involved. The Iridium/Cosmos collision involved a total mass of 2,000kg and produced over 3,000 trackable fragments and likely 10,000-15,0003 LNT debris. The Feng-Yun purposeful collision yielded over 2,200 trackable fragments and likely over 30,000 LNT from only ~850kg of mass involved. While it is important to prevent these types of events from occurring in the future, the consequence of a collision (based on number of LNT produced) will be proportional to the mass involved in the collision. The term “mass involved” implies a good coupling of the impactor mass with the target mass. For a large fragment (e.g., several kilograms) striking a typical payload (that is densely built) in its main satellite body (vice striking a solar array or other appendage) at hypervelocity speeds (i.e., above 6km/s) will result in all the mass being “involved” in the debris. However, a large fragment striking a derelict rocket body, due to the way that the mass is concentrated at the ends of a rocket body, will likely not result in all of the mass being “involved” in the liberated debris. However, it is likely that when two large derelicts, either rocket bodies or payloads, collide with each other, then all of the mass will be involved due to the likely direct physical interaction between the mass. The table below summarizes the mass involvement scenarios which highlight why the massive-on-massive collisions are the focus of our analyses. Therefore, it is best to prevent the collision of the most massive objects with each other (higher consequence) and the ones that are the most likely (higher probability) since risk is probability multiplied by consequence. Our ability to model and predict the rate of collisions is based empirically upon only one catastrophic accidental collision event and a model developed on the kinetic theory of gases (KTG). However, clusters of massive objects that have identical inclinations plus similar and overlapping apogees/perigees may indeed have a greater probability of collision than predicted by the KTG-based algorithms as they are not randomly distributed and their orbital element evolution (e.g., change in right ascension of ascending node and argument of perigee) is also similar. It is hypothesized that these similarities could result in resonances of collision dynamics that may lead to larger probability of collision values than predicted with current algorithms. The not well-known fact is that many of the most massive objects are in tightly clumped clusters that will likely produce greater probability of collision than estimated by the KTG approach (see attached paper) and with the much larger consequence (i.e., creation of catalogued LNT fragments). The attached paper that studied this possibility shows some initial indications that this may indeed be true but much more analysis is needed to provide this conclusively. This table of clusters represents well over 50% of the total derelict mass in LEO. However, no one is currently monitoring these potential events. It is proposed that it would be a prudent risk management approach for space flight safety to monitor and characterize this inter-cluster collision risk. The Massive Collision Monitoring Activity (MCMA) is proposed whereby the encounters between members of these clusters are constantly monitored and close encounter information collected, plotted, analyzed, and shared. This would provide a rich research base for scientists and a predictive service for spacefaring countries. I am currently executing a subset of this proposed activity in an ad hoc fashion in conjunction with JSpOC. I have been monitoring the interaction dynamics between the SL-16 population in the 820- 865km altitude region for the last nine months.

#### Debris cascades cause global nuke war

Les Johnson 13, Deputy Manager for NASA's Advanced Concepts Office at the Marshall Space Flight Center, Co-Investigator for the JAXA T-Rex Space Tether Experiment and PI of NASA's ProSEDS Experiment, Master's Degree in Physics from Vanderbilt University, Popular Science Writer, and NASA Technologist, Frequent Contributor to the Journal of the British Interplanetary Sodety and Member of the American Institute of Aeronautics and Astronautics, National Space Society, the World Future Society, and MENSA, Sky Alert!: When Satellites Fail, p. 9-12 [language modified]

Whatever the initial cause, the result may be the same. A satellite destroyed in orbit will break apart into thousands of pieces, each traveling at over 8 km/sec. This virtual shotgun blast, with pellets traveling 20 times faster than a bullet, will quickly spread out, with each pellet now following its own orbit around the Earth. With over 300,000 other pieces of junk already there, the tipping point is crossed and a runaway series of collisions begins. A few orbits later, two of the new debris pieces strike other satellites, causing them to explode into thousands more pieces of debris. The rate of collisions increases, now with more spacecraft being destroyed. Called the "Kessler Effect", after the NASA scientist who first warned of its dangers, these debris objects, now numbering in the millions, cascade around the Earth, destroying every satellite in low Earth orbit. Without an atmosphere to slow them down, thus allowing debris pieces to bum up, most debris (perhaps numbering in the millions) will remain in space for hundreds or thousands of years. Any new satellite will be threatened by destruction as soon as it enters space, effectively rendering many Earth orbits unusable. But what about us on the ground? How will this affect us? Imagine a world that suddenly loses all of its space technology. If you are like most people, then you would probably have a few fleeting thoughts about the Apollo-era missions to the Moon, perhaps a vision of the Space Shuttle launching astronauts into space for a visit to the International Space Station (ISS), or you might fondly recall the "wow" images taken by the orbiting Hubble Space Telescope. In short, you would know that things important to science would be lost, but you would likely not assume that their loss would have any impact on your daily life. Now imagine a world that suddenly loses network and cable television, accurate weather forecasts, Global Positioning System (GPS) navigation, some cellular phone networks, on-time delivery of food and medical supplies via truck and train to stores and hospitals in virtually every community in America, as well as science useful in monitoring such things as climate change and agricultural sustainability. Add to this the [destruction] ~~crippling~~ of the US military who now depend upon spy satellites, space-based communications systems, and GPS to know where their troops and supplies are located at all times and anywhere in the world. The result is a nightmarish world, one step away from nuclear war, economic disaster, and potential mass starvation. This is the world in which we are now perilously close to living. Space satellites now touch our lives in many ways. And, unfortunately, these satellites are extremely vulnerable to risks arising from a half-century of carelessness regarding protecting the space environment around the Earth as well as from potential adversaries such as China, North Korea, and Iran. No government policy has put us at risk. It has not been the result of a conspiracy. No, we are dependent upon them simply because they offer capabilities that are simply unavailable any other way. Individuals, corporations, and governments found ways to use the unique environment of space to provide services, make money, and better defend the country. In fact, only a few space visionaries and futurists could have foreseen where the advent of rocketry and space technology would take us a mere 50 years since those first satellites orbited the Earth. It was the slow progression of capability followed by dependence that puts us at risk. The exploration and use of space began in 1957 with the launch of Sputnik 1 by the Soviet Union. The United States soon followed with Explorer 1. Since then, the nations of the world have launched over 8,000 spacecraft. Of these, several hundred are still providing information and services to the global economy and the world's governments. Over time, nations, corporations, and individuals have grown accustomed to the services these spacecraft provide and many are dependent upon them. Commercial aviation, shipping, emergency services, vehicle fleet tracking, financial transactions, and agriculture are areas of the economy that are increasingly reliant on space. Telestar 1, launched into space in the year of my birth, 1962, relayed the world's first live transatlantic news feed and showed that space satellites can be used to relay television signals, telephone calls, and data. The modern telecommunications age was born. We've come a long way since Telstar; most television networks now distribute most, if not ali, of their programming via satellite. Cable television signals are received by local providers from satellite relays before being sent to our homes and businesses using cables. With 65% of US households relying on cable television and a growing percentage using satellite dishes to receive signals from direct-to-home satellite television providers, a large number of people would be cut off from vital information in an emergency should these satellites be destroyed. And communications satellites relay more than television signals. They serve as hosts to corporate video conferences and convey business, banking, and other commercial information to and from all areas of the planet. The first successful weather satellite was TIROS. Launched in 1960, TIROS operated for only 78 days but it served as the precursor for today's much more long-lived weather satellites, which provide continuous monitoring of weather conditions around the world. Without them, providing accurate weather forecasts for virtually any place on the globe more than a day in advance would be nearly impossible. Figure !.1 shows a satellite image of Hurricane Ivan approaching the Alabama Gulf coast in 2004. Without this type of information, evacuation warnings would have to be given more generally, resulting in needless evacuations and lost economic activity (from areas that avoid landfall) and potentially increasing loss of life in areas that may be unexpectedly hit. The formerly top-secret Corona spy satellites began operation in 1959 and provided critical information about the Soviet Union's military and industrial capabilities to a nervous West in a time of unprecedented paranoia and nuclear risk. With these satellites, US military planners were able to understand and assess the real military threat posed by the Soviet Union. They used information provided by spy satellites to help avert potential military confrontations on numerous occasions. Conversely, the Soviet Union's spy satellites were able to observe the United States and its allies, with similar results. It is nearly impossible to move an army and hide it from multiple eyes in the sky. Satellite information is critical to all aspects of US intelligence and military planning. Spy satellites are used to monitor compliance with international arms treaties and to assess the military activities of countries such as China, Russia, Iran, and North Korea. Figure 1.2 shows the capability of modem unclassified space-based imaging. The capability of the classified systems is presumed to be significantly better, providing much more detail. Losing these satellites would place global militaries on high alert and have them operating, literally, in the blind. Our military would suddenly become vulnerable in other areas as well. GPS, a network of 24-32 satellites in medium-Earth orbit, was developed to provide precise position information to the military, and it is now in common use by individuals and industry. The network, which became fully operational in 1993, allows our armed forces to know their exact locations anywhere in the world. It is used to guide bombs to their targets with unprecedented accuracy, requiring that only one bomb be used to destroy a target that would have previously required perhaps hundreds of bombs to destroy in the pre-GPS world (which, incidentally, has resulted in us reducing our stockpile of non-GPS-guided munitions dramatically). It allows soldiers to navigate in the dark or in adverse weather or sandstorms. Without GPS, our military advantage over potential adversaries would be dramatically reduced or eliminated.

#### Satellites are key to environmental monitoring – debris collapses it and causes climate extinciton

Ben Biggs 18, PhD Researcher in Computer Vision and Deep Learning at the University of Cambridge, “How Satellites Can Protect Planet Earth From Disaster”, HowItWorks Daily, 12/22/2018, https://www.howitworksdaily.com/how-satellites-can-protect-planet-earth-from-disaster/

It might not look it, but our planet is a fragile place. A delicate balance of pressure, temperature and gases keeps us alive, as our atmosphere lets in enough heat for us to thrive – but not too much that we get too toasty. For many years our planet has looked after itself with ease. Now, with humans on the scene, things are changing more than ever, from climate change to mass deforestation. If our planet is going to survive long into the future it’s going to need our help. Fortunately, we’ve got plenty of missions that are working for the benefit of our world already. Using observation satellites in orbit, scientists have been monitoring Earth for decades, watching how the planet pulsates and changes over time. From orbit we can watch how species migrate, identify and predict environmental changes and even fix problems. A great example of this was the global effort to repair a hole in the ozone above the Antarctic back in 1987. Two years prior, scientists had discovered that chemicals known as chlorofluorocarbons (CFCs) – produced by fridges and aerosols, among other things – were causing the hole to grow. As a result countries around the world agreed to phase out the use of CFC as part of the Montreal Protocol. In early 2018, NASA announced that its Aura satellite had watched the hole successfully close, with it expected to fully repair as early as 2060. It was proof that we could work together to change the planet for the better. Aura is part of a broader NASA project called the Earth Observing System (EOS). This programme, which began in 1997, has seen NASA launch missions and instruments into orbit. This has included the groundbreaking Landsat series of satellites, which have provided surface images of the whole globe. Then there’s the Terra mission that launched in 2009 and studies clouds, sea ice and more from orbit. Most of these satellites are in polar orbits, which means they orbit the planet from top to bottom so that it rotates underneath and gives them a global view. Planning for the EOS began back in the 1980s, with NASA keen to regularly fly instruments for at least 15 years. “Human activity has altered the condition of the Earth by reconfiguring the landscape, by changing the composition of the global atmosphere, and by stressing the biosphere in countless ways,” they noted in a handbook in 1993. “There are strong indications that natural change is being accelerated by human intervention.” More than two dozen missions have been launched as part of the EOS to date. Among the programme’s many accomplishments, scientists watched as an ice shelf collapsed on the Antarctic Peninsula in 2002 using the Terra satellite. The same satellite, along with the Aqua satellite launched in 2002, has provided a global view of how the vegetation cycle changes over the course of a year and the effect the climate has on it. Those same two satellites have also allowed us to see how summer sea ice in the Arctic is decreasing, which means that more of the Sun’s light is being absorbed rather than being reflected, raising global temperatures. The EOS has helped in other ways too, such as enabling scientists to keep a close eye on the levels of toxic gases like carbon monoxide being emitted from massive fires in the atmosphere. This allows people on the ground to be alerted to these dangers, and they can in turn be advised to limit their outdoor activity to protect their health. The EOS is even helping to track and monitor rare animals, such as chameleons in Madagascar. Here, scientists have been able to use satellite imagery, combined with known habitats of the animals, to map out where they are likely to be living. It would take survey teams on the ground thousands of years to replicate this information without satellites. It’s not just NASA that has been keeping a close eye on the planet. The European Space Agency (ESA) runs the Copernicus project, billed as the world’s largest single Earth observation campaign. Previously known as the Global Monitoring for Environment and Security (GMES) programme, it began with the launch of the Sentinel-1A satellite in April 2014. This radar imaging satellite provides images both day and night and during all weather conditions, and these are being used to map sea ice, track oil spills and more. This has been followed by half a dozen more missions, with the latest – Sentinel-3B – launching on 25 April 2018. This mission is focusing on monitoring the behaviour and health of the oceans, but it has a wide range of abilities. It flies in formation with its predecessor, Sentinel-3A, and together the two of them can provide global data for Earth across an entire day. The satellites can measure the temperature over oceans, as well as the colour and height of the sea. They can also monitor wildfires from space, check the health of vegetation and map the way that land is being used around the world. And there are more Sentinel satellites on the way. In the coming years we’ll see the Sentinel-4 and Sentinel-5 missions launch, studying the composition of our planet’s atmosphere, while Sentinel-6 will measure global sea surface height for ocean and climate studies. “Copernicus will help shape the future of our planet for the benefit of all,” said the ESA, also noting that it isthe “most ambitious Earth observation programme to date,” one that will provide accurate and timely data on the environment, climate change and more. All of this data is vital for directing climate policy and other human activities on Earth. By observing our planet around the clock from space we can see the direct effect that humans are having on it. These are not the only climate-monitoring missions run by NASA and the ESA. The former has a number of other missions, including the Deep Space Climate Observatory, which observes the sunlit side of Earth. The latter has eight missions on the books in its Earth Explorer programme, including a mission to study how Earth’s gravity field varies over the surface of the planet, called the Gravity field and steady-state Ocean Circulation Explorer (GOCE), which ended in 2013. In 2016, countries of the world came together to sign the Paris Climate Agreement, a global effort to reduce carbon emissions to prevent the global average temperature rising by two degrees Celsius above pre-industrial levels. While the US later infamously reneged from this agreement, it was proof that with enough level-headed minds, minds that can see the data from missions showing how the planet is changing, we can take action. Humans continue to have a major effect on the planet, for better or worse, and monitoring that change is vital to our planet’s survival.

### Multilateralism---1AC

#### Private appropriation by US entities risks unraveling multilateral space governance.

Mike Wall 20, Senior Space Writer, “US policy could thwart sustainable space development, researchers say,” Space, 10-8-2020, https://www.space.com/us-space-policy-mining-artemis-accords

The United States' space policy threatens the safe and sustainable development of the final frontier, two researchers argue. The U.S. is pushing national rather than multilateral regulation of space mining, an approach that could have serious negative consequences, astronomer Aaron Boley and political scientist Michael Byers, both of the University of British Columbia in Vancouver, write in a "Policy Forum" piece that was published online today (Oct. 8) in the journal Science. Boley and Byers cite the 2015 passage of the Commercial Space Launch Competitiveness Act, which explicitly granted American companies and citizens the right to mine and sell space resources. That right was affirmed this past April in an executive order signed by President Donald Trump, they note. The researchers also point to NASA's announcement last month that it intends to buy moon dirt and soil collected by private companies, and its plan to sign bilateral agreements with international partners that want to participate in the agency's Artemis program of crewed lunar exploration. Artemis, one of NASA's highest-profile projects, aims to return astronauts to the moon in 2024 and establish a long-term, sustainable human presence on and around Earth's nearest neighbor by the end of the decade. Making all of this happen will require the extensive use of lunar resources, such as the water ice that lurks on the permanently shadowed floors of polar craters, NASA officials have said. Boley and Byers take special aim at the planned bilateral agreements, known as the Artemis Accords. In promoting them, the U.S. "is overlooking best practice with regard to the sustainable development of space," the researchers write. "Instead of pressing ahead unilaterally and bilaterally, the United States should support negotiations on space mining within the UN [United Nations] Committee on the Peaceful Uses of Outer Space, the same multilateral body that drafted the five major space treaties of the 1960s and '70s," they write in the Science piece. (The most important of the five is the 1967 Outer Space Treaty, which forms the basis of international space law.) "Meanwhile, NASA’s actions must be seen for what they are — a concerted, strategic effort to redirect international space cooperation in favor of short-term U.S. commercial interests, with little regard for the risks involved," Boley and Byers add. The researchers worry that the U.S. is setting an unfortunate precedent for other countries to follow, and that space mining and other exploration activities may therefore proceed in a somewhat careless and chaotic fashion in the not-too-distant future. "That's kind of our worst-case scenario — that you have all of these different national regulations, and they can vary greatly, they allow for 'flag of convenience,' they cause disregard of the environment, large-scale pollution of orbital environments, of the surface of the moon in terms of waste materials and so forth," Boley told Space.com. "That's what we're worried about." He cited the growing space-junk problem as a cautionary tale. For decades, spacefaring nations have been licensing launches internally, without much international coordination, cooperation or long-term planning. In recent years, low-Earth orbit has become crowded enough with satellites and hunks of debris that collisions are a real concern. For example, the International Space Station has had to maneuver itself away from potential impacts three times so far in 2020 alone.

#### Pursuing mining multilaterally to the benefit of all is key to solve future space governance and cooperation on other issues.

Jack M. Beard 17, Assistant Professor of Law at the University of Nebraska College of Law, Space, Cyber & Telecommunications Law Program, LLM from Georgetown University, JD from the University of Michigan School of Law, and Former Associate Deputy General Counsel (International Affairs) at the Department of Defense, Former Lieutenant Colonel in the Judge Advocate General's Corps in the U.S. Army Reserve, “Soft Law's Failure on the Horizon: The International Code of Conduct for Outer Space Activities”, University of Pennsylvania Journal of International Law, Spring 2017, 38 U. Pa. J. Int'l L. 335, Lexis

Russia and China thus continue to lie beyond the reach of the Code, defeating efforts by proponents to make the Code a widely subscribed and broadly accepted instrument and greatly diminishing its purported "norm-setting" capabilities. Whatever benefits soft law instruments are asserted to have in addressing security matters, participation by only a fraction of states in the Code, particularly a fraction that fails to include all the major space-faring countries, will not provide a sound basis for establishing new norms or help to identify or isolate aggressors and other non-participating, misbehaving states. Furthermore, states facing perceived security threats in space are not likely to be assured by a fractional version of the Code in which their potential adversaries do not even participate.

In some areas of international cooperation, such as the protection of human rights, persuading only a fraction of states to initially sign multilateral instruments may be viewed as a positive, progressive [\*394] step of achievement (particularly since human rights agreements are not focused on reciprocal obligations). 240 As an arms control initiative for space, however, the Code's failure to include Russia and China and other major space stakeholders is a fundamental flaw. The absence of powerful, potential adversaries makes multilateral conventions addressing arms control or disarmament issues highly problematic for those states contemplating joining such regimes and making potentially dangerous, non-reciprocal commitments. 241

[FOOTNOTE]

241 Richard L. Williamson Jr., Hard Law, Soft Law, and Non-Law in Multilateral Arms Control: Some Compliance Hypotheses, 4 Chi. J. Int'l L 59, 61-62 (2003) ("Other matters can affect a treaty's effectiveness, such as the degree to which essential nations become parties to the treaty. If key parties remain outside the treaty, it increases pressure on the other states to withdraw or cheat").

[END FOOTNOTE]

To the extent that soft law arrangements such as the proposed Code seek to promote arms control measures in the face of severe security dilemmas and the threat of arms races, the non-participation of powerful adversaries clearly undermines such efforts.

If the proposed Code is adopted by states in its current state of limited acceptance, a fractional soft law product will emerge which will present its own particular disadvantages and problems (beyond those associated with soft law arrangements generally). Not only would a fractionalized Code fail to identify aggressors and isolate rogue states, it could instead lead to de facto competing legal regimes in space, as subscribing states respect their own "rules of the road" while other non-participating states - especially major, non-participating space powers - seek to advance their own interests through different or less restrictive approaches. Attempts to later successfully persuade non-participating states to accede to the Code will be challenging, if not impossible, and could risk further weakening rather than improving the Code. 242

#### Cooperative space governance solves existential threats

Dr. Joseph N. Pelton 17, PhD in International Relations from Georgetown University, Director Emeritus of the Space and Advanced Communications Research Institute at George Washington University, The New Gold Rush: The Riches of Space Beckon!, p. 1-9

Are We Humans Doomed to Extinction?

What will we do when Earth’s resources are used up by humanity? The world is now hugely over populated, with billions and billions crammed into our overcrowded cities. By 2050, we may be 9 billion strong, and by 2100 well over 11 billion people on Planet Earth. Some at the United Nations say we might even be an amazing 12 billion crawling around this small globe. And over 80 % of us will be living in congested cities. These cities will be ever more vulnerable to terrorist attack, natural disaster, and other plights that come with overcrowding and a dearth of jobs that will be fueled by rapid automation and the rise of artificial intelligence across the global economy. We are already rapidly running out of water and minerals. Climate change is threatening our very existence. Political leaders and even the Pope have cautioned us against inaction. Perhaps the naysayers are right. All humanity is at tremendous risk. Is there no hope for the future? This book is about hope. We think that there is literally heavenly hope for humanity. But we are not talking here about divine intervention. We are envisioning a new space economy that recognizes that there is more water in the skies that all our oceans. Th ere is a new wealth of natural resources and clean energy in the reaches of outer space—more than most of us could ever dream possible. There are those that say why waste money on outer space when we have severe problems here at home? Going into space is not a waste of money. It is our future. It is our hope for new jobs and resources. The great challenge of our times is to reverse public thinking to see space not as a resource drain but as the doorway to opportunity. The new space frontier can literally open up a “gold rush in the skies.” In brief, we think there is new hope for humanity. We see a new a pathway to the future via new ventures in space. For too long, space programs have been seen as a money pit. In the process, we have overlooked the great abundance available to us in the skies above. It is important to recognize there is already the beginning of a new gold rush in space—a pathway to astral abundance. “New Space” is a term increasingly used to describe radical new commercial space initiatives—many of which have come from Silicon Valley and often with backing from the group of entrepreneurs known popularly as the “space billionaires.” New space is revolutionizing the space industry with lower cost space transportation and space systems that represent significant cost savings and new technological breakthroughs. “New Commercial Space” and the “New Space Economy” represent more than a new way of looking at outer space. These new pathways to the stars could prove vital to human survival. If one does not believe in spending money to probe the mysteries of the universe then perhaps we can try what might be called “calibrated greed” on for size. One only needs to go to a cubesat workshop, or to Silicon Valley or one of many conferences like the “Disrupt Space” event in Bremen, Germany, held in April 2016 to recognize that entrepreneurial New Space initiatives are changing everything [ 1 ]. In fact, the very nature and dimensions of what outer space activities are today have changed forever. It is no longer your grandfather’s concept of outer space that was once dominated by the big national space agencies. Th e entrepreneurs are taking over. The hopeful statements in this book and the hard economic and technical data that backs them up are more than a minority opinion. It is a topic of growing interest at the World Economic Forum, where business and political heavyweights meet in Davos, Switzerland, to discuss how to stimulate new patterns of global economic growth. It is even the growing view of a group that call themselves “space ethicists.” Here is how Christopher J. Newman, at the University of Sunderland in the United Kingdom has put it: Space ethicists have offered the view that space exploration is not only desirable; it is a duty that we, as a species, must undertake in order to secure the survival of humanity over the longer term. Expanding both the resource base and, eventually, the habitats available for humanity means that any expenditure on space exploration, far from being viewed as frivolous, can legitimately be rationalized as an ethical investment choice. (Newman) On the other hand there are space ethicists and space exobiologists who argue that humans have created ecological ruin on the planet—and now space debris is starting to pollute space. Th ese countervailing thoughts by the “no growth” camp of space ethicists say we have no right to colonize other planets or to mine the Moon and asteroids—or at least no right to do so until we can prove we can sustain life here on Earth for the longer term. However, for most who are planning for the new space economy the opinion of space philosophers doesn’t really fl oat their boat. Legislators, bankers, and aspiring space entrepreneurs are far more interested in the views of the super-rich capitalists called the space billionaires. A number of these billionaires and space executives have already put some very serious money into enterprises intent on creating a new pathway to the stars. No less than fi ve billionaires with established space ventures—Elon Musk, Paul Allen, Jeff Bezos, Sir Richard Branson, and Robert Bigelow—have invested millions if not billions of dollars into commercializing space. Th ey are developing new technologies and establishing space enterprises that can bring the wealth of outer space down to Earth. Th is is not a pipe dream, but will increasingly be the economic reality of the 2020s. Th ese wealthy space entrepreneurs see major new economic opportunities. To them space represents the last great frontier for enterprising pioneers. Th us they see an ever-expanding space frontier that off ers opportunities in low-cost space transportation, satellite solar power satellites to produce clean energy 24 h a day, space mining, space manufacturing and production, and eventually space habitats and colonies as a trajectory to a better human future. Some even more visionary thinkers envision the possibility of terraforming Mars, or creating new structures in space to protect our planet from cosmic hazards and even raising Earth’s orbit to escape the rising heat levels of the Sun in millennia to come. Some, of course, will say this is sci-fi hogwash. It can’t be done. We say that this is what people would have said in 1900 about airplanes, rocket ships, cell phones and nuclear devices. The skeptics laughed at Columbus and his plan to sail across the oceans to discover new worlds. When Thomas Jefferson bought the Louisiana Purchase from France or Seward bought Alaska, there were plenty of naysayers that said such investment in the unknown was an extravagant waste of money. A healthy skepticism is useful and can play a role in economic and business success. Before one dismisses the idea of an impending major new space economy and a new gold rush, it might useful to see what has already transpired in space development in just the past fi ve decades. Th e world’s fi rst geosynchronous communications satellite had a throughput capability of about 500 kb / s. In contrast, today’s state of the art Viasat 2 —a half century later— has an impressive throughput of some 140 Gb/s. Th is means that the relative throughput is nearly 300,000 greater, while its lifetime is some ten times longer (Figs. 1.1 and 1.2 ). Each new generation of communications satellite has had more power, better antenna systems, improved pointing and stabilization, and an extended lifetime. And the capabilities represented by remote sensing satellites , meteorological satellites , and navigation and timing satellites have also expanded their capabilities and performance in an impressive manner. When satellite applications fi rst started, the market was measured in millions of dollars. Today commercial satellite services exceed a quarter of a billion dollars. Vital services such as the Internet, aircraft traffi c control and management, international banking, search and rescue and much, much more depend on application satellites. Th ose that would doubt the importance of satellites to the global economy might wish to view on You Tube the video “If Th ere Were a Day Without Satellites?” [ 2 ]. Let’s check in on what some of those very rich and smart guys think about the new space economy and its potential. (We are sorry to say that so far there are no female space billionaires, but surely this, too, will come someday soon.) Of course this twenty-fi rst century breakthrough that we call the New Space economy will not come just from new space commerce. It will also come from the amazing new technologies here on Earth. Vital new terrestrial technologies will accompany this cosmic journey into tomorrow. Information technology, robotics, artifi cial intelligence and commercial space travel systems have now set us on a course to allow us humans to harvest the amazing riches in the skies—new natural resources, new energy, and even totally new ways of looking at the purpose of human existence. If we pursue this course steadfastly, it can be the beginning of a New Space renaissance. But if we don’t seek to realize our ultimate destiny in space, Homo sapiens can end up in the dustbin of history—just like literally millions of already failed species. In each and every one of the fi ve mass extinction events that have occurred over the last 1.5 billion years on Earth, some 50–80 % of all species have gone the way of the T. Rex, the woolly mammoth, and the Dodo bird along with extinct ferns, grasses and cacti. On the other hand, the best days of the human race could be just beginning. If we are smart about how we go about discovering and using these riches in the skies and applying the best of our new technologies, it could be the start of a new beginning for humanity. Konstantin Tsiokovsky, the Russian astronautics pioneer, who fi rst conceived of practical designs for spaceships, famously said: “A planet is the cradle of mankind, but one cannot live in a cradle forever.” Well before Tsiokovsky another genius, Leonardo da Vinci, said, quite poetically: “Once you have tasted fl ight, you will forever walk the earth with your eyes turned skyward, for there you have been, and there you will always long to return.” Th e founder of the X-Prize and of Planetary Resources, Inc., Dr. Peter Diamandis, has much more brashly said much the same thing in quite diff erent words when he said: “Th e meek shall inherit the Earth. Th e rest of us will go to Mars.” The New Space Billionaires Peter Diamandis is not alone in his thinking. From the list of “visionaries” quoted earlier, Elon Musk, the founder of SpaceX; Sir Richard Branson, the founder of Virgin Galactic; and Paul Allen, the co-founder of Microsoft and the man who fi nanced SpaceShipOne, the world’s fi rst successful spaceplane have all said the future will include a vibrant new space economy. Th ey, and others, have said that we can, we should and we soon shall go into space and realize the bounty that it can off er to us. Th e New Space enterprise is today indeed being led by those so-called space billionaires , who have an exciting vision of the future. Th ey and others in the commercial space economy believe that the exploitation of outer space may open up a new golden age of astral abundance. Th ey see outer space as a new frontier that can be a great source of new materials, energy and various forms of new wealth that might even save us from excesses of the past. Th is gold rush in the skies represents a new beginning. We are not talking about expensive new space ventures funded by NASA or other space agencies in Europe, Japan, China or India. No, these eff orts which we and others call New Space are today being forged by imaginative and resourceful commercial entrepreneurs. Th ese twenty-fi rst century visionaries have the fortitude and zeal to look to the abundance above. New breakthroughs in technology and New Space enterprises may be able to create an “astral life raft” for humanity. Just as Columbus and the Vikings had the imaginative drive that led them to discover the riches of a new world, we now have a cadre of space billionaires that are now leading us into this New Space era of tomorrow. Th ese bold leaders, such as Paul Allen and Sir Richard Branson, plus other space entrepreneurs including Jeff Bezos of Amazon and Blue Origin, and Robert Bigelow, Chairman of Budget Suites and Bigelow Aerospace, not only dream of their future in the space industry but also have billions of dollars in assets. Th ese are the bright stars of an entirely new industry that are leading us into the age of New Space commerce . Th ese space billionaires, each in their own way, are proponents of a new age of astral abundance. Each of them is launching new commercial space industries. Th ey are literally transforming our vision of tomorrow. Th ese new types of entrepreneurial aerospace companies—the New Space enterprises—give new hope and new promise of transforming our world as we know it today. The New Space Frontier What happens in space in the next few decades, plus corresponding new information technologies and advanced robotics, will change our world forever. Th ese changes will redefi ne wealth, change our views of work and employment and upend almost everything we think we know about economics, wealth, jobs, and politics. Th ese changes are about truly disruptive technologies of the most fundamental kinds. If you thought the Internet, smart phones, and spandex were disruptive technologies, just hang on. You have not seen anything yet. In short, if you want to understand a transition more fundamental than the changes brought to the twentieth century world by computers, communications and the Internet, then read this book. There are truly riches in the skies. Near-Earth asteroids largely composed of platinum and rare earth metals have an incredible value. Helium-3 isotopes accessible in outer space could provide clean and abundant energy. There is far more water in outer space than is in our oceans. In the pages that follow we will explain the potential for a cosmic shift in our global economy, our ecology, and our commercial and legal systems. These can take place by the end of this century. And if these changes do not take place we will be in trouble. Our conventional petro-chemical energy systems will fail us economically and eventually blanket us with a hydrocarbon haze of smog that will threaten our health and our very survival. Our rare precious metals that we need for modern electronic appliances will skyrocket in price, and the struggle between “haves” and “have nots” will grow increasingly ugly. A lack of affordable and readily available water, natural resources, food, health care and medical supplies, plus systematic threats to urban security and systemic warfare are the alternatives to astral abundance. The choices between astral abundance and a downward spiral in global standards of living are stark. Within the next few decades these problems will be increasingly real. By then the world may almost be begging for new, out of- the-box thinking. International peace and security will be an indispensable prerequisite for exploitation of astral abundance, as will good government for all. No one nation can be rich and secure when everyone else is poor and insecure. In short, global space security and strategic space defense, mediated by global space agreements, are part of this new pathway to the future.

#### Space governance forges a framework to deal with multiple existential threats---U.S. lead is key

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The United States’ space community has long understood the importance of having an inspirational vision to mobilize and sustain the high levels of public support and private investment needed for major space accomplishments.40 Instead of trumping up a new space race with China, or setting a multi-decade goal of going to a new planet in hopes of gaining unspecified insights into existential questions, technology and education spin-offs, and national prestige, it would be more realistic and compelling to frame a positive vision around using space cooperation to address urgent current terrestrial challenges. The 1999 Vienna Declaration on Space and Human Development highlighted how greater international cooperation and investment in space technologies could be leveraged to promote sustainable development, spread the benefits of global communications, enhance natural disasters response, and improve health care and education in underserved regions.41 But, progress on this agenda has been slow because the countries with the most space assets and investment resources do not see such development projects as having a significant impact on their own well-being. A more persuasive case for space cooperation would be framed in terms of the positive contributions it could make to promote the security, prosperity, and values of the United States, and of the other countries whose support will be essential for success.

The 2010 National Security Strategy makes passing references to U.S. dependence on space systems that are vulnerable to disruption and attack, and to the need for strong multilateral cooperation to safeguard and optimize the use of space as a global commons. But space cooperation could be used more ambitiously in the overall strategy if it were conceived as a leading opportunity to build the global governance institutions needed to accomplish that strategy’s goal of creating a “just and sustainable international order that can foster collective action to confront common challenges.”42

The central strategic challenge facing the United States is that the very elements on which its security, prosperity, and way of life depend – rapid technological innovation, a tightly interconnected global economy, and the free flow of people, goods, services, and ideas across borders – also increase its vulnerabilities both to deliberate attack and to unintentional dangers, such as a collapse in financial markets, pandemic disease, or climate change. To promote the positive aspects of globalization while minimizing the risks, the National Security Strategy calls for using all elements of U.S. power to build a “rules-based international system that can advance our own interests by serving mutual interests.” As the most powerful player in the system, the United States wants rules to provide reassurance that weaker players will not exploit U.S. vulnerabilities for asymmetrical attacks, that developing countries will behave responsibly rather than cut corners and cause problems for others, and that rising powers will want to join rather than change the status quo. But for this rule-based order to attract widespread support and sustained compliance, the United States must also provide credible reassurance that it will follow the rules itself, that it will not use its military and technological advantages in ways that harm others’ interests, and that it will support international governance arrangements that give others a meaningful voice in decisions that affect their security, prosperity, and way of life.

Space epitomizes these current strategic challenges. It serves functions of vital importance for high-technology military operations, electronic financial transactions, power-grid operations, and countless other aspects of life in the information age. Yet, the space technologies needed for these beneficial purposes can also be deliberately or inadvertently misused in ways that threaten inherently vulnerable satellites, and those who depend on them. Space is central to U.S. military, economic, and technological predominance; it matters greatly to countries who aspire to interact as equals with the United States; and it offers hope to those who have not yet benefitted much from globalization. Thus, there are both practical and symbolic reasons to choose space cooperation as a leading opportunity to provide mutual reassurance and to build effective global governance institutions.

### Framework

#### the standard is maximizing expected wellbeing

#### 1 – Extinction o/ws under any framework, even under moral uncertainty – infinite future generations

#### 2 – Actor specificity:

#### [A] Governments must aggregate since every policy benefits some and harms others,

#### [B] No act- omission distinction— governments must vote on bills, so inaction is an explicit act taken,

#### 3 - only it can explain degrees of wrongness- it is worse to kill thousands than to lie to a friend- either ethical theories cannot explain comparative badness, or it collapses