# 1AC

## Plan

#### The United States federal government should limit the war power authority of the president for self-defense targeted killings to outside an armed conflict.

## 1AC Drones

#### Advantage one is Drones

#### Conflation of legal regimes for targeted killing results in overly constrained operations—undermines counterterrorism

Geoffrey Corn, South Texas College of Law, Professor of Law and Presidential Research Professor, J.D., 10/22/11, Self-defense Targeting: Blurring the Line between the Jus ad Bellum and the Jus in Bello, http://papers.ssrn.com/sol3/papers.cfm?abstract\_id=1947838

At the core of the self-defense targeting theory is the assumption that the jus ad bellum provides sufficient authority to both justify and regulate the application of combat power.71 This assumption ignores an axiom of jus belli development: the compartmentalization of the jus ad bellum and the jus in bello.72 As Colonel G.I.A.D. Draper noted in 1971, “equal application of the Law governing the conduct of armed conflicts to those illegally resorting to armed forces and those lawfully resorting thereto is accepted as axiomatic in modern International Law.”73 This compartmentalization is the historic response to the practice of defining jus in bello obligations by reference to the jus ad bellum legality of conflict.74 As the jus in bello evolved to focus on the humanitarian protection of victims of war, to include the armed forces themselves,75 the practice of denying LOAC applicability based on assertions of conflict illegality became indefensible.76 Instead, the de facto nature of hostilities would dictate jus in bello applicability, and the jus ad bellum legal basis for hostilities would be irrelevant to this determination.77

This compartmentalization lies at the core of the Geneva Convention lawtriggering equation.78 Adoption of the term “armed conflict” as the primary triggering consideration for jus in bello applicability was a deliberate response to the more formalistic jus in bello applicability that predated the 1949 revision of the Geneva Conventions.79 Prior to these revisions, in bello applicability often turned on the existence of a state of war in the international legal sense, which in turn led to assertions of inapplicability as the result of assertions of unlawful aggression.80 Determined to prevent the denial of humanitarian regulation to situations necessitating such regulation—any de facto armed conflict—the 1949 Conventions sought to neutralize the impact of ad bellum legality in law applicability analysis.81

This effort rapidly became the norm of international law.82 Armed conflict analysis simply did not include conflict legality considerations.83 National military manuals, international jurisprudence and expert commentary all reflect this development.84 This division is today a fundamental LOAC tenet—and is beyond dispute.85 In fact, for many years the United States has gone even farther, extending application of LOAC principles beyond situations of armed conflict altogether so as to regulate any military operation.86 This is just another manifestation of the fact that States, or perhaps more importantly the armed forces that do their bidding, view the cause or purported justification for such operations as irrelevant when deciding what rules apply to regulate operational and tactical execution.

This aspect of ad bellum/in bello compartmentalization is not called into question by the self-defense targeting concept.87 Nothing in the assertion that combat operations directed against transnational non-State belligerent groups qualifies as armed conflict suggests the inapplicability of LOAC regulatory norms on the basis of the relative illegitimacy of al Qaeda’s efforts to inflict harm on the United States and other victim States (although as noted earlier, this was implicit in the original Bush administration approach to the war on terror).88 Instead, the self-defense targeting concept reflects an odd inversion of the concern that motivated the armed conflict law trigger. The concept does not assert the illegitimacy of the terrorist cause to deny LOAC principles to operations directed against them.89 Instead, it relies on the legality of the U.S. cause to dispense with the need for applying LOAC principles to regulate these operations.90 This might not be explicit, but it is clear that an exclusive focus on ad bellum principles indicates that these principles subsume in bello conflict regulation norms.91

There are two fundamental flaws with this conflation. First, by contradicting the traditional compartmentalization between the two branches of the jus belli,92 it creates a dangerous precedent. Although there is no express resurrection of the just war concept of LOAC applicability, by focusing exclusively on jus ad bellum legality and principles, the concept suggests the inapplicability of jus in bello regulation as the result of the legality of the U.S. cause. To be clear, I believe U.S. counterterror operations are legally justified actions in self-defense. However, this should not be even implicitly relied on to deny jus in bello applicability to operations directed against terrorist opponents, precisely because it may be viewed as suggesting the invalidity of the opponent’s cause deprives them of the protections of that law, or that the operations are somehow exempted from LOAC regulation. Second, even discounting this detrimental precedential effect, the conflation of ad bellum and in bello principles to regulate the execution of operations is extremely troubling.93 This is because the meaning of these principles is distinct within each branch of the jus belli.94

Furthermore, because the scope of authority derived from jus ad bellum principles purportedly invoked to regulate operational execution is more restrictive than that derived from their jus in bello counterparts,95 this conflation produces a potential windfall for terrorist operatives. Thus, the ad bellum/in bello conflation is ironically self-contradictory. In one sense, it suggests the inapplicability of jus in bello protections to the illegitimate terrorist enemy because of the legitimacy of the U.S. cause.96 In another sense, the more restrictive nature of the jus ad bellum principles it substitutes for the jus in bello variants to regulate operational execution provides the enemy with increased protection from attack.97 Neither of these consequences is beneficial, nor necessary. Instead, compliance with the traditional jus ad bellum/jus in bello compartmentalization methodology averts these consequences and offers a more rational approach to counterterrorism conflict regulation.98

#### That makes future terrorist attacks inevitable

Geoffrey Corn, South Texas College of Law, 6/2/13, Corn Comments on the Costs of Shifting to a Pure Self-Defense Model, www.lawfareblog.com/2013/06/corn-comments-on-the-prospect-of-a-shift-to-a-pure-self-defense-model/

The President’s speech – like prior statements of other administration officials – certainly suggests that the inherent right of self-defense is defining the permissible scope of kinetic attacks against terrorists. I wonder, however, if this is more rhetoric than reality? I think only time will tell whether actual operational practice confirms that “we are using force within boundaries that will be no different postwar”. More significantly, if practice does confirm this de facto abandonment of AUMF targeting authority, I believe it will result in a loss of the type of operational and tactical flexibility that has been, according to the President, decisive in the degradation of al Qaeda to date. The inherent right of self-defense is undoubtedly a critical source of authority to disable imminent threats to the nation, but it simply fails to provide the scope of legal authority to employ military force against the al Qaeda (and associated force) threat that will provide an analogous decisive effect in the future.

It strikes me (no pun intended) that arguments – or policy choices – in favor of abandoning the armed conflict model because the inherent right of self-defense will provide sufficient counter-terrorism response authority may not fully consider the operational impact of such a shift. From an operational perspective, the scope of authority to employ military force against the al Qaeda belligerent threat pursuant to the inherent right of self-defense is in no way analogous to the authority to do so within an armed conflict framework. This seems especially significant in relation to counter-terror operations. According to the President, the strategic vision for the “next generation” counter-terror military operations is not a “boundless ‘global war on terror’ – but rather a series of persistent, targeted efforts to dismantle specific networks of violent extremists that threaten America.”

Relying exclusively on the inherent right of self-defense would, I suggest, potentially undermine implementing this strategic vision. It seems to me that disruption, and not necessarily destruction, is the logical operational “effect” commanders routinely seek to achieve to implement this strategy. Destruction, when feasible, would obviously contribute to this strategy. It is, however, doubtful that a group like al Qaeda and its affiliates can be completely destroyed – at least to the point that they are brought into complete submission – through the use of military power. Instead, military force can effectively be used to disrupt this opponent, thereby seizing and retaining the initiative and keeping the opponent off balance. Indeed, President Obama signaled the benefit of using military force to achieve this effect when he noted that al Qaeda’s “remaining operatives spend more time thinking about their own safety than plotting against us. They did not direct the attacks in Benghazi or Boston. They have not carried out a successful attack on our homeland since 9/11.”

A key advantage of the armed conflict framework is that it provides the legal maneuver space to employ military force in a manner that will effectively produce this disruptive and degrading effect. In contrast, under a pure self-defense framework, use of military force directed against such networks would necessarily require a determination of imminent threat of attack against the nation. Unlike the armed conflict model, this would arguably make conducting operations to “disrupt” terrorist networks more difficult to justify. I believe this is borne out by the reference to the pre-9/11 self-defense model. While it is true that military force was periodically employed as an act of self-defense during this era, such use seems to have been quite limited and only in response to attacks that already occurred, or at best were imminent in a restrictive interpretation of that term. In short, the range of legally permissible options to use military power to achieve this disruptive effect is inevitably broader in the context of an existing armed conflict than in isolated self-defense actions.

It may, of course, be possible to adopt an interpretation of imminence expansive enough to facilitate the range of operational flexibility needed to achieve this disruptive effect against al Qaeda networks. But this would just shift the legality debate from the legitimacy of continuing an armed conflict model to the legitimacy of the imminence interpretation. Even this would not, however, provide analogous authority to address the al Qaeda belligerent threat. Even if an expanded definition of imminence undergirded a pure self-defense model, it would inevitably result in hesitancy to employ force to disrupt, as opposed to disable, terrorist threats, because of concerns of perceived overreach.

It may be that a shift to this use of force framework is not only inevitable, but likely to come sooner than later. It may also be that such a shift might produce positive second and third order effects, such as improving the perception of legitimacy and mitigating the perception of a boundless war. It will not be without cost, and it is not self-evident that the scope of attack authority will be functionally analogous to that provided by the armed conflict model. Policy may in fact routinely limit the exercise of authority under this model today, but once the legal box is constricted, operationally flexibility will inevitably be degraded. It is for this reason that I believe the administration is unlikely to be too quick to abandon reliance on the AUMF.

#### Drones solve safe havens – prevents a terror attack

Johnston 12 (Patrick B. Johnston is an associate political scientist at the RAND Corporation, a nonprofit, nonpartisan research institution. He is the author of "Does Decapitation Work? Assessing the Effectiveness of Leadership Targeting in Counterinsurgency Campaigns," published in International Security (Spring 2012)., 8/22/2012, "Drone Strikes Keep Pressure on al-Qaida", www.rand.org/blog/2012/08/drone-strikes-keep-pressure-on-al-qaida.html)

Should the U.S. continue to strike at al-Qaida's leadership with drone attacks? A recent poll shows that while most Americans approve of drone strikes, in 17 out of 20 countries, more than half of those surveyed disapprove of them.

My study of leadership decapitation in 90 counter-insurgencies since the 1970s shows that when militant leaders are captured or killed militant attacks decrease, terrorist campaigns end sooner, and their outcomes tend to favor the government or third-party country, not the militants.

Those opposed to drone strikes often cite the June 2009 one that targeted Pakistani Taliban leader Baitullah Mehsud at a funeral in the Tribal Areas. That strike reportedly killed 60 civilians attending the funeral, but not Mehsud. He was killed later by another drone strike in August 2009. His successor, Hakimullah Mehsud, developed a relationship with the foiled Times Square bomber Faisal Shahzad, who cited drone strikes as a key motivation for his May 2010 attempted attack.

Compared to manned aircraft, drones have some advantages as counter-insurgency tools, such as lower costs, longer endurance and the lack of a pilot to place in harm's way and risk of capture. These characteristics can enable a more deliberative targeting process that serves to minimize unintentional casualties. But the weapons employed by drones are usually identical to those used via manned aircraft and can still kill civilians—creating enmity that breeds more terrorists.

Yet many insurgents and terrorists have been taken off the battlefield by U.S. drones and special-operations forces. Besides Mehsud, the list includes Anwar al-Awlaki of al-Qaida in the Arabian Peninsula; al-Qaida deputy leader Abu Yahya al-Li-bi; and, of course, al-Qaida leader Osama bin Laden. Given that list, it is possible that the drone program has prevented numerous attacks by their potential followers, like Shazad.

What does the removal of al-Qaida leadership mean for U.S. national security? Though many in al-Qaida's senior leadership cadre remain, the historical record suggests that "decapitation" will likely weaken the organization and could cripple its ability to conduct major attacks on the U.S. homeland.

Killing terrorist leaders is not necessarily a knockout blow, but can make it harder for terrorists to attack the U.S. Members of al-Qaida's central leadership, once safely amassed in northwestern Pakistan while America shifted its focus to Iraq, have been killed, captured, forced underground or scattered to various locations with little ability to communicate or move securely.

Recently declassified correspondence seized in the bin Laden raid shows that the relentless pressure from the drone campaign on al-Qaida in Pakistan led bin Laden to advise al-Qaida operatives to leave Pakistan's Tribal Areas as no longer safe. Bin Laden's letters show that U.S. counterterrorism actions, which had forced him into self-imposed exile, had made running the organization not only more risky, but also more difficult.

As al-Qaida members trickle out of Pakistan and seek sanctuary elsewhere, the U.S. military is ramping up its counterterrorism operations in Somalia and Yemen, while continuing its drone campaign in Pakistan. Despite its controversial nature, the U.S. counter-terrorism strategy has demonstrated a degree of effectiveness.

The Obama administration is committed to reducing the size of the U.S. military's footprint overseas by relying on drones, special operations forces, and other intelligence capabilities. These methods have made it more difficult for al-Qaida remnants to reconstitute a new safe haven, as Osama bin Laden did in Afghanistan in 1996, after his ouster from Sudan.

#### Drones are operationally effective and alternatives are worse—establishing a clear strike policy solves criticism.

Byman 13 (Daniel Byman, Brookings Institute Saban Center for Middle East Policy, Research Director, and Foreign Policy, Senior Fellow, July/Aug 2013, “Why Drones Work: The Case for the Washington's Weapon of Choice”, www.brookings.edu/research/articles/2013/06/17-drones-obama-weapon-choice-us-counterterrorism-byman)

Despite President Barack Obama’s recent call to reduce the United States’ reliance on drones, they will likely remain his administration’s weapon of choice. Whereas President George W. Bush oversaw fewer than 50 drone strikes during his tenure, Obama has signed off on over 400 of them in the last four years, making the program the centerpiece of U.S. counterterrorism strategy. The drones have done their job remarkably well: by killing key leaders and denying terrorists sanctuaries in Pakistan, Yemen, and, to a lesser degree, Somalia, drones have devastated al Qaeda and associated anti-American militant groups. And they have done so at little financial cost, at no risk to U.S. forces, and with fewer civilian casualties than many alternative methods would have caused. Critics, however, remain skeptical. They claim that drones kill thousands of innocent civilians, alienate allied governments, anger foreign publics, illegally target Americans, and set a dangerous precedent that irresponsible governments will abuse. Some of these criticisms are valid; others, less so. In the end, drone strikes remain a necessary instrument of counterterrorism. The United States simply cannot tolerate terrorist safe havens in remote parts of Pakistan and elsewhere, and drones offer a comparatively low-risk way of targeting these areas while minimizing collateral damage. So drone warfare is here to stay, and it is likely to expand in the years to come as other countries’ capabilities catch up with those of the United States. But Washington must continue to improve its drone policy, spelling out clearer rules for extrajudicial and extraterritorial killings so that tyrannical regimes will have a harder time pointing to the U.S. drone program to justify attacks against political opponents. At the same time, even as it solidifies the drone program, Washington must remain mindful of the built-in limits of low-cost, unmanned interventions, since the very convenience of drone warfare risks dragging the United States into conflicts it could otherwise avoid. NOBODY DOES IT BETTER The Obama administration relies on drones for one simple reason: they work. According to data compiled by the New America Foundation, since Obama has been in the White House, U.S. drones have killed an estimated 3,300 al Qaeda, Taliban, and other jihadist operatives in Pakistan and Yemen. That number includes over 50 senior leaders of al Qaeda and the Taliban—top figures who are not easily replaced. In 2010, Osama bin Laden warned his chief aide, Atiyah Abd al-Rahman, who was later killed by a drone strike in the Waziristan region of Pakistan in 2011, that when experienced leaders are eliminated, the result is “the rise of lower leaders who are not as experienced as the former leaders” and who are prone to errors and miscalculations. And drones also hurt terrorist organizations when they eliminate operatives who are lower down on the food chain but who boast special skills: passport forgers, bomb makers, recruiters, and fundraisers. Drones have also undercut terrorists’ ability to communicate and to train new recruits. In order to avoid attracting drones, al Qaeda and Taliban operatives try to avoid using electronic devices or gathering in large numbers. A tip sheet found among jihadists in Mali advised militants to “maintain complete silence of all wireless contacts” and “avoid gathering in open areas.” Leaders, however, cannot give orders when they are incommunicado, and training on a large scale is nearly impossible when a drone strike could wipe out an entire group of new recruits. Drones have turned al Qaeda’s command and training structures into a liability, forcing the group to choose between having no leaders and risking dead leaders. Critics of drone strikes often fail to take into account the fact that the alternatives are either too risky or unrealistic. To be sure, in an ideal world, militants would be captured alive, allowing authorities to question them and search their compounds for useful information. Raids, arrests, and interrogations can produce vital intelligence and can be less controversial than lethal operations. That is why they should be, and indeed already are, used in stable countries where the United States enjoys the support of the host government. But in war zones or unstable countries, such as Pakistan, Yemen, and Somalia, arresting militants is highly dangerous and, even if successful, often inefficient. In those three countries, the government exerts little or no control over remote areas, which means that it is highly dangerous to go after militants hiding out there. Worse yet, in Pakistan and Yemen, the governments have at times cooperated with militants. If the United States regularly sent in special operations forces to hunt down terrorists there, sympathetic officials could easily tip off the jihadists, likely leading to firefights, U.S. casualties, and possibly the deaths of the suspects and innocent civilians. Of course, it was a Navy SEAL team and not a drone strike that finally got bin Laden, but in many cases in which the United States needs to capture or eliminate an enemy, raids are too risky and costly. And even if a raid results in a successful capture, it begets another problem: what to do with the detainee. Prosecuting detainees in a federal or military court is difficult because often the intelligence against terrorists is inadmissible or using it risks jeopardizing sources and methods. And given the fact that the United States is trying to close, rather than expand, the detention facility at Guantánamo Bay, Cuba, it has become much harder to justify holding suspects indefinitely. It has become more politically palatable for the United States to kill rather than detain suspected terrorists. Furthermore, although a drone strike may violate the local state’s sovereignty, it does so to a lesser degree than would putting U.S. boots on the ground or conducting a large-scale air campaign. And compared with a 500-pound bomb dropped from an F-16, the grenade like warheads carried by most drones create smaller, more precise blast zones that decrease the risk of unexpected structural damage and casualties. Even more important, drones, unlike traditional airplanes, can loiter above a target for hours, waiting for the ideal moment to strike and thus reducing the odds that civilians will be caught in the kill zone. Finally, using drones is also far less bloody than asking allies to hunt down terrorists on the United States’ behalf. The Pakistani and Yemeni militaries, for example, are known to regularly torture and execute detainees, and they often indiscriminately bomb civilian areas or use scorched-earth tactics against militant groups.

Risk of nuclear terrorism is real and high now

**Bunn 13** (Matthew, Valentin Kuznetsov, Martin B. Malin, Yuri Morozov, Simon Saradzhyan, William H. Tobey, Viktor I. Yesin, and Pavel S. Zolotarev. "Steps to Prevent Nuclear Terrorism." Paper, Belfer Center for Science and International Affairs, Harvard Kennedy School, October 2, 2013, Matthew Bunn. Professor of the Practice of Public Policy at Harvard Kennedy School andCo-Principal Investigator of Project on Managing the Atom at Harvard University’s Belfer Center for Science and International Affairs. • Vice Admiral Valentin Kuznetsov (retired Russian Navy). Senior research fellow at the Institute for U.S. and Canadian Studies of the Russian Academy of Sciences, Senior Military Representative of the Russian Ministry of Defense to NATO from 2002 to 2008. • Martin Malin. Executive Director of the Project on Managing the Atom at the Belfer Center for Science and International Affairs. • Colonel Yuri Morozov (retired Russian Armed Forces). Professor of the Russian Academy of Military Sciences and senior research fellow at the Institute for U.S. and Canadian Studies of the Russian Academy of Sciences, chief of department at the Center for Military-Strategic Studies at the General Staff of the Russian Armed Forces from 1995 to 2000. • Simon Saradzhyan. Fellow at Harvard University’s Belfer Center for Science and International Affairs, Moscow-based defense and security expert and writer from 1993 to 2008. • William Tobey. Senior fellow at Harvard University’s Belfer Center for Science and International Affairs and director of the U.S.-Russia Initiative to Prevent Nuclear Terrorism, deputy administrator for Defense Nuclear Nonproliferation at the U.S. National Nuclear Security Administration from 2006 to 2009. • Colonel General Viktor Yesin (retired Russian Armed Forces). Leading research fellow at the Institute for U.S. and Canadian Studies of the Russian Academy of Sciences and advisor to commander of the Strategic Missile Forces of Russia, chief of staff of the Strategic Missile Forces from 1994 to 1996. • Major General Pavel Zolotarev (retired Russian Armed Forces). Deputy director of the Institute for U.S. and Canadian Studies of the Russian Academy of Sciences, head of the Information and Analysis Center of the Russian Ministry of Defense from1993 to 1997, section head - deputy chief of staff of the Defense Council of Russia from 1997 to 1998., 10/2/2013, “Steps to Prevent Nuclear Terrorism: Recommendations Based on the U.S.-Russia Joint Threat Assessment”, http://belfercenter.ksg.harvard.edu/publication/23430/steps\_to\_prevent\_nuclear\_terrorism.html)

I. Introduction In 2011, Harvard’s Belfer Center for Science and International Affairs and the Russian Academy of Sciences’ Institute for U.S. and Canadian Studies published “The U.S. – Russia Joint Threat Assessment on Nuclear Terrorism.” The assessment analyzed the **means**, **motives**, and **access of** would-be nuclear terrorists, and concluded that **the threat** of nuclear terrorism **is urgent and real**. The Washington and Seoul Nuclear Security Summits in 2010 and 2012 established and demonstrated a **consensus** among political leaders from around the world that nuclear terrorism poses a **serious threat to the** peace, security, and prosperity of **our planet**. For any country, a terrorist attack with a nuclear device would be an immediate and catastrophic disaster, and the negative effects would reverberate around the world far beyond the location and moment of the detonation. Preventing a nuclear terrorist attack **requires** international **cooperation** to secure nuclear materials, especially among those states producing nuclear materials and weapons. As the world’s two greatest nuclear powers, the United States and Russia have the greatest experience and capabilities in securing nuclear materials and plants and, therefore, share a special responsibility to lead international efforts to prevent terrorists from seizing such materials and plants. The depth of convergence between U.S. and Russian vital national interests on the issue of nuclear security is best illustrated by the fact that bilateral cooperation on this issue has continued uninterrupted for more than two decades, even when relations between the two countries occasionally became frosty, as in the aftermath of the August 2008 war in Georgia. Russia and the United States have strong incentives to forge a close and trusting partnership to prevent nuclear terrorism and have made enormous progress in securing fissile material both at home and in partnership with other countries. However, to meet the evolving threat posed by those individuals intent upon using nuclear weapons for terrorist purposes, the United States and Russia need to deepen and broaden their cooperation. The 2011 “U.S. - Russia Joint Threat Assessment” offered both specific conclusions about the nature of the threat and general observations about how it might be addressed. This report builds on that foundation and analyzes the existing framework for action, cites gaps and deficiencies, and makes specific recommendations for improvement. “The U.S. – Russia Joint Threat Assessment on Nuclear Terrorism” (The 2011 report executive summary): • Nuclear terrorism is a **real** and **urgent** threat. Urgent actions are required to reduce the risk. The risk is driven by the rise of terrorists who seek to inflict unlimited damage, many of whom have sought justification for their plans in **radical interpretations of Islam;** by the spread of information about the decades-old technology of nuclear weapons; by the increased availability of weapons-usable nuclear materials; and by globalization, which makes it easier to move people, technologies, and materials across the world. • Making a crude nuclear bomb would not be easy, but is potentially within the capabilities of a technically sophisticated terrorist group, as **numerous** government **studies have confirmed**. Detonating a stolen nuclear weapon would likely be difficult for terrorists to accomplish, if the weapon was equipped with modern technical safeguards (such as the electronic locks known as Permissive Action Links, or PALs). Terrorists could, however, cut open a stolen nuclear weapon and make use of its nuclear material for a bomb of their own. • The nuclear material for a bomb is small and difficult to detect, making it a major challenge to stop nuclear smuggling or to recover nuclear material after it has been stolen. Hence, a primary focus in reducing the risk must be to keep nuclear material and nuclear weapons from being stolen by continually improving their security, as agreed at the Nuclear Security Summit in Washington in April 2010. • Al-Qaeda has sought nuclear weapons **for** almost **two decades**. The group has repeatedly attempted to purchase stolen nuclear material or nuclear weapons, and has repeatedly attempted to **recruit** nuclear **expertise**. Al-Qaeda reportedly conducted tests of conventional explosives for its nuclear program in the desert in Afghanistan. The group’s nuclear ambitions continued after its dispersal following the fall of the Taliban regime in Afghanistan. Recent writings from top al-Qaeda leadership are focused on justifying the mass slaughter of civilians, including the use of weapons of mass destruction, and are in all likelihood intended to **provide a formal** religious **justification for nuclear use**. While there are significant gaps in coverage of the group’s activities, al-Qaeda appears to have been frustrated thus far in acquiring a nuclear capability; it is unclear whether the the group has acquired weapons-usable nuclear material or the expertise needed to make such material into a bomb. Furthermore, pressure from a broad range of counter-terrorist actions probably has reduced the group’s ability to manage large, complex projects, but has not eliminated the danger. However, **there is no sign the group has abandoned its nuclear ambitions.** On the contrary, leadership statements as recently as 2008 indicate that the intention to **acquire and use nuclear weapons is as strong as ever**.

#### Extinction

Hellman 8 (Martin E. Hellman, emeritus prof of engineering @ Stanford, “Risk Analysis of Nuclear Deterrence” SPRING 2008 THE BENT OF TAU BETA PI, http://www.nuclearrisk.org/paper.pdf)

The threat of nuclear terrorism looms much larger in the public’s mind than the threat of a full-scale nuclear war, yet this article focuses primarily on the latter. An explanation is therefore in order before proceeding. A terrorist attack involving a nuclear weapon would be a catastrophe of immense proportions: “A 10-kiloton bomb detonated at Grand Central Station on a typical work day would likely kill some half a million people, and inflict over a trillion dollars in direct economic damage. America and its way of life would be changed forever.” [Bunn 2003, pages viii-ix]. The likelihood of such an attack is also significant. Former Secretary of Defense William Perry has estimated the chance of a nuclear terrorist incident within the next decade to be roughly 50 percent [Bunn 2007, page 15]. David Albright, a former weapons inspector in Iraq, estimates those odds at less than one percent, but notes, “We would never accept a situation where the chance of a major nuclear accident like Chernobyl would be anywhere near 1% .... A nuclear terrorism attack is a low-probability event, but we can’t live in a world where it’s anything but extremely low-probability.” [Hegland 2005]. In a survey of 85 national security experts, Senator Richard Lugar found a median estimate of 20 percent for the “probability of an attack involving a nuclear explosion occurring somewhere in the world in the next 10 years,” with 79 percent of the respondents believing “it more likely to be carried out by terrorists” than by a government [Lugar 2005, pp. 14-15]. I support increased efforts to reduce the threat of nuclear terrorism, but that is not inconsistent with the approach of this article. Because terrorism is one of the potential trigger mechanisms for a full-scale nuclear war, the risk analyses proposed herein will include estimating the risk of nuclear terrorism as one component of the overall risk. If that risk, the overall risk, or both are found to be unacceptable, then the proposed remedies would be directed to reduce which- ever risk(s) warrant attention. Similar remarks apply to a number of other threats (e.g., nuclear war between the U.S. and China over Taiwan). his article would be incomplete if it only dealt with the threat of nuclear terrorism and neglected the threat of full- scale nuclear war. If both risks are unacceptable, an effort to reduce only the terrorist component would leave humanity in great peril. In fact, society’s almost total neglect of the threat of full-scale nuclear war makes studying that risk all the more important. The cosT of World War iii The danger associated with nuclear deterrence depends on both the cost of a failure and the failure rate.3 This section explores the cost of a failure of nuclear deterrence, and the next section is concerned with the failure rate. While other definitions are possible, this article defines a failure of deterrence to mean a full-scale exchange of all nuclear weapons available to the U.S. and Russia, an event that will be termed World War III. Approximately 20 million people died as a result of the first World War. World War II’s fatalities were double or triple that number—chaos prevented a more precise deter- mination. In both cases humanity recovered, and the world today bears few scars that attest to the horror of those two wars. Many people therefore implicitly believe that a third World War would be horrible but survivable, an extrapola- tion of the effects of the first two global wars. In that view, World War III, while horrible, is something that humanity may just have to face and from which it will then have to recover. In contrast, some of those most qualified to assess the situation hold a very different view. In a 1961 speech to a joint session of the Philippine Con- gress, General Douglas MacArthur, stated, “Global war has become a Frankenstein to destroy both sides. … If you lose, you are annihilated. If you win, you stand only to lose. No longer does it possess even the chance of the winner of a duel. It contains now only the germs of double suicide.” Former Secretary of Defense Robert McNamara ex- pressed a similar view: “If deterrence fails and conflict develops, the present U.S. and NATO strategy carries with it a high risk that Western civilization will be destroyed” [McNamara 1986, page 6]. More recently, George Shultz, William Perry, Henry Kissinger, and Sam Nunn4 echoed those concerns when they quoted President Reagan’s belief that nuclear weapons were “totally irrational, totally inhu- mane, good for nothing but killing, possibly destructive of life on earth and civilization.” [Shultz 2007] Official studies, while couched in less emotional terms, still convey the horrendous toll that World War III would exact: “The resulting deaths would be far beyond any precedent. Executive branch calculations show a range of U.S. deaths from 35 to 77 percent (i.e., 79-160 million dead) … a change in targeting could kill somewhere between 20 million and 30 million additional people on each side .... These calculations reflect only deaths during the first 30 days. Additional millions would be injured, and many would eventually die from lack of adequate medical care … millions of people might starve or freeze during the follow- ing winter, but it is not possible to estimate how many. … further millions … might eventually die of latent radiation effects.” [OTA 1979, page 8] This OTA report also noted the possibility of serious ecological damage [OTA 1979, page 9], a concern that as- sumed a new potentiality when the TTAPS report [TTAPS 1983] proposed that the ash and dust from so many nearly simultaneous nuclear explosions and their resultant fire- storms could usher in a nuclear winter that might erase homo sapiens from the face of the earth, much as many scientists now believe the K-T Extinction that wiped out the dinosaurs resulted from an impact winter caused by ash and dust from a large asteroid or comet striking Earth. The TTAPS report produced a heated debate, and there is still no scientific consensus on whether a nuclear winter would follow a full-scale nuclear war. Recent work [Robock 2007, Toon 2007] suggests that even a limited nuclear exchange or one between newer nuclear-weapon states, such as India and Pakistan, could have devastating long-lasting climatic consequences due to the large volumes of smoke that would be generated by fires in modern megacities. While it is uncertain how destructive World War III would be, prudence dictates that we apply the same engi- neering conservatism that saved the Golden Gate Bridge from collapsing on its 50th anniversary and assume that preventing World War III is a necessity—not an option.

#### Causes US-Russia miscalc—extinction

**Barrett et al. 13**—PhD in Engineering and Public Policy from Carnegie Mellon University, Fellow in the RAND Stanton Nuclear Security Fellows Program, and Director of Research at Global Catastrophic Risk Institute—AND Seth Baum, PhD in Geography from Pennsylvania State University, Research Scientist at the Blue Marble Space Institute of Science, and Executive Director of Global Catastrophic Risk Institute—AND Kelly Hostetler, BS in Political Science from Columbia and Research Assistant at Global Catastrophic Risk Institute (Anthony, 24 June 2013, “Analyzing and Reducing the Risks of Inadvertent Nuclear War Between the United States and Russia,” Science & Global Security: The Technical Basis for Arms Control, Disarmament, and Nonproliferation Initiatives, Volume 21, Issue 2, Taylor & Francis)

War involving significant fractions of the U.S. and Russian nuclear arsenals, which are by far the largest of any nations, could have globally catastrophic effects such as severely reducing food production for years, 1 potentially leading to collapse of modern civilization worldwide, and even the extinction of humanity. 2 Nuclear war between the United States and Russia could occur by various routes, including accidental or unauthorized launch; deliberate first attack by one nation; and inadvertent attack. In an accidental or unauthorized launch or detonation, system safeguards or procedures to maintain control over nuclear weapons fail in such a way that a nuclear weapon or missile launches or explodes without direction from leaders. In a deliberate first attack, the attacking nation decides to attack based on accurate information about the state of affairs. In an inadvertent attack, the attacking nation mistakenly concludes that it is under attack and launches nuclear weapons in what it believes is a counterattack. 3 (Brinkmanship strategies incorporate elements of all of the above, in that they involve intentional manipulation of risks from otherwise accidental or inadvertent launches. 4 ) Over the years, nuclear strategy was aimed primarily at minimizing risks of intentional attack through development of deterrence capabilities, and numerous measures also were taken to reduce probabilities of accidents, unauthorized attack, and inadvertent war. For purposes of deterrence, both U.S. and Soviet/Russian forces have maintained significant capabilities to have some forces survive a first attack by the other side and to launch a subsequent counter-attack. However, concerns about the extreme disruptions that a first attack would cause in the other side's forces and command-and-control capabilities led to both sides’ development of capabilities to detect a first attack and launch a counter-attack before suffering damage from the first attack. 5 Many people believe that with the end of the Cold War and with improved relations between the United States and Russia, the risk of East-West nuclear war was significantly reduced. 6 However, it also has been argued that inadvertent nuclear war between the United States and Russia has continued to present a substantial risk. 7 While the United States and Russia are not actively threatening each other with war, they have remained ready to launch nuclear missiles in response to indications of attack. 8 False indicators of nuclear attack could be caused in several ways. First, a wide range of events have already been mistakenly interpreted as indicators of attack, including weather phenomena, a faulty computer chip, wild animal activity, and control-room training tapes loaded at the wrong time. 9 Second, terrorist groups or other actors might cause attacks on either the United States or Russia that resemble some kind of nuclear attack by the other nation by actions such as exploding a stolen or improvised nuclear bomb, 10 especially if such an event occurs during a crisis between the United States and Russia. 11 A variety of nuclear terrorism scenarios are possible. 12 Al Qaeda has sought to obtain or construct nuclear weapons and to use them against the United States. 13 Other methods could involve attempts to circumvent nuclear weapon launch control safeguards or exploit holes in their security. 14 It has long been argued that the probability of inadvertent nuclear war is significantly higher during U.S.–Russian crisis conditions, 15 with the Cuban Missile Crisis being a prime historical example. It is possible that U.S.–Russian relations will significantly deteriorate in the future, increasing nuclear tensions. There are a variety of ways for a third party to raise tensions between the United States and Russia, making one or both nations more likely to misinterpret events as attacks. 16

## 1AC Legal Regimes

#### Advantage two is legal regimes

#### US targeted killing derives authority from both armed conflict (jus in bello) and self-defense (jus ad bellum) legal regimes—that authority overlap conflates the legal regimes

Laurie Blank, Director, International Humanitarian Law Clinic, Emory Law School, 2012, Targeted Strikes: The Consequences of Blurring the Armed Conflict and Self-Defense Justifications, http://www.wmitchell.edu/lawreview/Volume38/documents/11.BlankFINAL.pdf

For the past several years, the United States has relied on both armed conflict and self-defense as legal justifications for targeted strikes outside of the zone of active combat in Afghanistan. A host of interesting questions arise from both the use of targeted strikes and the expansive U.S. justifications for such strikes, including the use of force in self-defense against non-state actors, the use of force across state boundaries, the nature and content of state consent to such operations, the use of targeted killing as a lawful and effective counterterrorism measure, and others.7 Furthermore, each of the justifications—armed conflict and self-defense—raises its own challenging questions regarding the appropriate application of the law and the parameters of the legal paradigm at issue. For example, if the existence of an armed conflict is the justification for certain targeted strikes, the immediate follow-on questions include the determination of a legitimate target within an armed conflict with a terrorist group and the geography of the battlefield. Within the self-defense paradigm, key questions include the very contours of the right to use force in self-defense against individuals and the implementation of the concepts of necessity and imminence, among many others.

However, equally fundamental questions arise from the use of both justifications at the same time, without careful distinction delimiting the boundaries between when one applies and when the other applies. From the perspective of the policymaker, the use of both justifications without further distinction surely offers greater flexibility and potential for action in a range of circumstances.8 To the extent such flexibility does not impact the implementation of the relevant law or hinder the development and enforcement of that law in the future, it may well be an acceptable goal. In the case of targeted strikes in the current international environment of armed conflict and counterterrorism operations occurring at the same time, however, the mixing of legal justifications raises significant concerns about both current implementation and future development of the law.

One overarching concern is the conflation in general of jus ad bellum and jus in bello. The former is the law governing the resort to force—sometimes called the law of self-defense—and the latter is the law regulating the conduct of hostilities and the protection of persons in conflict—generally called the law of war, the law of armed conflict, or international humanitarian law. International law reinforces a strict separation between the two bodies of law, ensuring that all parties have the same obligations and rights during armed conflict to ensure that all persons and property benefit from the protection of the laws of war. For example, the Nuremberg Tribunal repeatedly held that Germany’s crime of aggression neither rendered all German acts unlawful nor prevented German soldiers from benefitting from the protections of the jus in 6bello.9 More recently, the Special Court for Sierra Leone refused to reduce the sentences of Civil Defense Forces fighters on the grounds that they fought in a “legitimate war” to protect the government against the rebels.10 The basic principle that the rights and obligations of jus in bello apply regardless of the justness or unjustness of the overall military operation thus remains firmly entrenched. Indeed, if the cause at arms influenced a state’s obligation to abide by the laws regulating the means and methods of warfare and requiring protection of civilians and persons hors de combat, states would justify all departures from jus in bello with reference to the purported justness of their cause. The result: an invitation to unregulated warfare.11

#### Authority overlap destroys both the self-defense and armed conflict legal regimes

Laurie Blank, Director, International Humanitarian Law Clinic, Emory Law School, 2012, Targeted Strikes: The Consequences of Blurring the Armed Conflict and Self-Defense Justifications, http://www.wmitchell.edu/lawreview/Volume38/documents/11.BlankFINAL.pdf

In contrast, human rights law’s requirement that force only be used as a last resort when absolutely necessary for the protection of innocent victims of an attack creates an obligation to attempt to capture a suspected terrorist before any lethal targeting.101 A state using force in self-defense against a terrorist cannot therefore target him or her as a first resort but can only do so if there are no alternatives—meaning that an offer of surrender or an attempt at capture has been made or is entirely unfeasible in the circumstances. Thus, if non-forceful measures can foil the terrorist attack without the use of deadly force, then the state may not use force in self-defense.102 The supremacy of the right to life means that “even the most dangerous individual must be captured, rather than killed, so long as it is practically feasible to do so, bearing in mind all of the circumstances.”103 No more, this obligation to capture first rather than kill is not dependent on the target’s efforts to surrender; the obligation actually works the other way: the forces may not use deadly force except if absolutely necessary to protect themselves or innocent persons from immediate danger, that is, self-defense or defense of others. As with any law enforcement operation, “the intended result . . . is the arrest of the suspect,”104 and therefore every attempt must be made to capture before resorting to lethal force.

In the abstract, the differences in the obligations regarding surrender and capture seem straightforward. The use of both armed conflict and self-defense justifications for all targeted strikes without differentiation runs the risk of conflating the two very different approaches to capture in the course of a targeting operation. This conflation, in turn, is likely to either emasculate human rights law’s greater protections or undermine the LOAC’s greater permissiveness in the use of force, either of which is a problematic result. An oft-cited example of the conflation of the LOAC and human rights principles appears in the 2006 targeted killings case before the Israeli Supreme Court. In analyzing the lawfulness of the Israeli government’s policy of “targeted frustration,” the Court held, inter alia, that [a] civilian taking a direct part in hostilities cannot be attacked at such time as he is doing so, if a less harmful means can be employed. . . . Indeed, among the military means, one must choose the means whose harm to the human rights of the harmed person is smallest. Thus, if a terrorist taking a direct part in hostilities can be arrested, interrogated, and tried, those are the means which should be employed.105

The Israeli Supreme Court’s finding that targeting is only lawful if no less harmful means are available—even in the context of an armed conflict—“impose[s] a requirement not based in [the LOAC].”106 Indeed, the Israeli Supreme Court “used the kernel of a human rights rule—that necessity must be shown for any intentional deprivation of life, to restrict the application of [a LOAC] rule—that in armed conflict no necessity need be shown for the killing of combatants or civilians taking a direct part in hostilities.”107 Although the holding is specific to Israel and likely influenced greatly by the added layer of belligerent occupation relevant to the targeted strikes at issue in the case,108 it demonstrates some of the challenges of conflating the two paradigms.

First, if this added obligation of less harmful means was understood to form part of the law applicable to targeted strikes in armed conflict, the result would be to disrupt the delicate balance of military necessity and humanity and the equality of arms at the heart of the LOAC. Civilians taking direct part in hostilities—who are legitimate targets at least for the time they do so—would suddenly merit a greater level of protection than persons who are lawful combatants, a result not contemplated in the LOAC.109

Second, soldiers faced with an obligation to always use less harmful means may well either refrain from attacking the target—leaving the innocent victims of the terrorist’s planned attack unprotected—or disregard the law as unrealistic and ineffective. Neither option is appealing. The former undermines the protection of innocent civilians from unlawful attack, one of the core purposes of the LOAC. The latter weakens respect for the value and role of the LOAC altogether during conflict, a central component of the protection of all persons in wartime.

From the opposing perspective, if the armed conflict rules for capture and surrender were to bleed into the human rights and law enforcement paradigm, the restrictions on the use of force in selfdefense would diminish. Persons suspected of terrorist attacks and planning future terrorist attacks are entitled to the same set of rights as other persons under human rights law and a relaxed set of standards will only minimize and infringe on those rights. Although there is no evidence that targeted strikes using drones are being used in situations where there is an obligation to seek capture and arrest, it is not hard to imagine a scenario in which the combination of the extraordinary capabilities of drones and the conflation of standards can lead to exactly that scenario. If states begin to use lethal force as a first resort against individuals outside of armed conflict, the established framework for the protection of the right to life would begin to unravel. Not only would targeted individuals suffer from reduced rights, but innocent individuals in the vicinity would be subject to significantly greater risk of injury and death as a consequence of the broadening use of force outside of armed conflict.

#### This degrades the entire collective security structure resulting in widespread interstate war

Craig Martin, Associate Professor of Law at Washburn University School of Law, 2011, GOING MEDIEVAL: TARGETED KILLING, SELFDEFENSE AND THE JUS AD BELLUM REGIME, http://papers.ssrn.com/sol3/papers.cfm?abstract\_id=1956141

The United States has been engaging in this practice of using drone-mounted missile systems to kill targeted individuals since at least 2002.98 An increasing number of countries are developing drone capabilities, and other countries have employed different methods of targeted killing that constitute a use of force under jus ad bellum.99 The evidence suggests that the United States intends to continue and indeed expand the program, and there is a growing body of scholarly literature that either defends the policy’s legality, or advocates adjustment in international law to permit such action. There is, therefore, a real prospect that the practice could become more widespread, and that customary international law could begin to shift to reflect the principles implicit in the U.S. justification andin accordance with the rationales developed to support it**.**

Some of the implications of such an adjustment in the jus ad bellum regime are obvious from the foregoing analysis. As discussed, there would be a rejection of the narrow principle of self-defense in favor of something much closer to the Grotian concept of defensive war, encompassing punitive measures in response to past attacks and preventative uses of force to halt the development of future threats. The current conditions for a legitimate use of force in self-defense, namely the occurrence or imminence of an armed attack, necessity, and proportionality, would be significantly diluted or abandoned. Not only the doctrine of self-defense, but other aspects of the collective security system would be relaxed as well. Harkening back to Grotian notions of law enforcement constituting a just cause for war, the adjusted jus ad bellum regime would potentially permit the unilateral use of force against and within states for the purpose of attacking NSAs as such, in effect to enforce international law in jurisdictions that were incapable of doing so themselves.100 This would not only further undermine the concept of self-defense, but would undermine the exclusive jurisdiction that the U.N. Security Council currently has to authorize the use of force for purposes of “law enforcement” under Chapter VII of the Charter. Thus, both of the exceptions to the Article 2(4) prohibition on the use of force would be expanded.

In addition, however, the targeted killing policy threatens to create other holes in the jus ad bellum regime. This less obvious injury would arise from changes that would be similarly required of the IHL regime, and the resulting modifications to the fundamental relationship between the two regimes. These changes could lead to a complete severance of the remaining connection between the two regimes. Indeed, Ken Anderson, a scholar who has testified more than once on this subject before the U.S. Congress,101 has advocated just such a position, suggesting that the United States should assert that its use of force against other states in the process of targeted killings, while justified by the right to self-defense, does not rise to such a level that it would trigger the existence of an international armed conflict or the operation of IHL principles.102 If customary international law evolved along such lines, reverting to gradations in the types of use of force, the change would destroy the unity of the system comprised of the jus ad bellum and IHL regimes, and there would be legal “black holes” in which states could use force without being subject to the limitations and conditions imposed by the IHL regime.

The structure of Harold Koh’s two-pronged justification similarly implies a severance of this relationship between jus ad bellum and IHL, albeit in a different and even more troubling way. His policy justification consists of two apparently independent and alternative arguments—that the United States is in an armed conflict with Al Qaeda and associated groups; and that the actions are justified as an exercise of self-defense. The suggestion seems to be that the United States is entitled on either basis to use armed force not just against the individuals targeted, but also against states in which the terrorist members are located. In other words, the first prong of the argument is that the use of force against another sovereign state, for the purposes of targeting Al Qaeda members, is justified by the existence of an armed conflict with Al Qaeda. If this is indeed what is intended by the policy justification, it represents an extraordinary move, not just because it purports to create a new category of armed conflict (that is, a “transnational” armed conflict without geographic limitation),103 but because it also suggests that there need be no jus ad bellum justification at all for a use of force against another state. Rather, the implication of Koh’s rationale is that the existence of an armed conflict under IHL can by itself provide grounds for exemption from the prohibition against the threat or use of force under the jus ad bellum regime.

This interpretation of the justifications cannot be pressed too far on the basis of the language of Mr. Koh’s speech alone, which he hastened to explain at the time was not a legal opinion.104 The two justifications could be explained as being supplementary rather than independent and alternative in nature. But the conduct of the United States in the prosecution of the policy would appear to confirm that it is based on these two independent justifications.105 The strikes against groups and states unrelated to the 9/11 attacks could be explained in part by the novel idea that force can be used against NSAs as such, wherever they may be situated. But even assuming some sort of strict liability for states in which guilty NSAs are found, that explanation still does not entirely account for the failure to tie the use of force against the different groups to specific armed attacks launched by each such group. This suggests that the United States is also relying quite independently on the argument that it is engaged in an armed conflict with all of these groups, and that the existence of such an armed conflict provides an independent justification for the use of force against the states in which the groups may be operating.

While the initial use of force in jus ad bellum terms is currently understood to bring into existence an international armed conflict and trigger the operation of IHL, the changes suggested by the policy would turn this on its head, by permitting the alleged existence of a “transnational” armed conflict to justify the initial use of force against third states. Whereas the two regimes currently operate as two components of an overall legal system relating to war, with one regime governing the use of force and the other the conduct of hostilities in the resulting armed conflict, the move attempted by the U.S. policy would terminate these independent but inter-related roles within a single system, and expand the role and scope of IHL to essentially replace aspects of the jus ad bellum regime. This would not only radically erode the jus ad bellum regime’s control over the state use of force, but it could potentially undermine the core idea that war, or in more modern terms the use of force and armed conflict, constitutes a legal state that triggers the operation of special laws that govern the various aspects of the phenomenon. There is a risk of return to a pre-Grotian perspective in which “war” was simply a term used to describe certain kinds of organized violence, rather than constituting a legal institution characterized by a coherent system of laws designed to govern and constrain all aspects of its operation.

There is a tendency in the U.S. approach to the so-called “global war on terror” to cherry-pick principles of the laws of war and to apply them in ways and in circumstances that are inconsistent with the very criteria within that legal system that determine when and how it is to operate. This reflects a certain disdain for the idea that the laws of war constitute an internally coherent system of law.106 In short, the advocated changes to the jus ad bellum regime and to the relationship between it and the IHL regime, and thus to the laws of war system as a whole,107 would constitute marked departures from the trajectory the system has been on during its development over the past century, and would be a repudiation of deliberate decisions that were made in creating the U.N. system after the Second World War.108

The premise of my argument is not that any return to past principles is inherently regressive. A rejection of recent innovations in favor of certain past practices might be attractive to some in the face of new transnational threats. The argument here is not even to deny the idea that the international law system may have to adapt to respond to the transnational terrorist threat. The point, rather, is that the kind of changes to the international law system that are implicit in the targeted killing policy, and which are advocated by its supporters, would serve to radically reduce the limitations and constraints on the use of force by states against states. The modern principles that are being abandoned were created for the purpose of limiting the use of force and thus reducing the incidence of armed conflict among nations. The rejection of those ideas and a return to older concepts relating to the law of war would restore aspects of a system in which war was a legitimate tool of statecraft, and international armed conflict was thus far more frequent and widespread.109

The entire debate on targeted killing is so narrowly focused on the particular problems posed by transnational terrorist threats, and how to manipulate the legal limitations that tend to frustrate some of the desired policy choices, that there is insufficient reflection on the broader context, and the consequences that proposed changes to the legal constraints would have on the wider legal system of which they are a part. It may serve the immediate requirements of the American government, in order to legitimize the killing of AQAP members in Yemen, to expand the concept of self-defense, and to suggest that states can use force on the basis of a putative “transnational” armed conflict with NSAs. The problem is that the jus ad bellum regime applies to all state use of force, and it is not being adjusted in some tailored way to deal with terrorism alone. If the doctrine of self-defense is expanded to include preventative and punitive elements, it will be so expanded for all jus ad bellum purposes. The expanded doctrine of self-defense will not only justify the use of force to kill individual terrorists alleged to be plotting future attacks, but to strike the military facilities of states suspected of preparing for future aggression. If the threshold for use of force against states “harboring” NSAs is significantly reduced, the gap between state responsibility and the criteria for use of force will be reduced for all purposes. If the relationship between jus ad bellum and IHL is severed or altered, so as to create justifications for the use of force that are entirely independent of the jus ad bellum regime, then states will be entitled to use force against other states under the pretext of self-proclaimed armed conflict with NSAs generally.

We may think about each of these innovations as being related specifically to operations against terrorist groups that have been responsible for heinous attacks, and applied to states that have proven uniquely unwilling or unable to take the actions necessary to deal with the terrorists operating within their territory. But no clear criteria or qualifications are in fact tied to the modifications that are being advanced by the targeted killing policy. Relaxing the current legal constraints on the use of force and introducing new but poorly defined standards, will open up opportunities for states to use force against other states for reasons that have nothing to do with anti-terrorist objectives. Along the lines that Jeremy Waldron argues in chapter 4 in this volume,110 more careful thought ought to be given to the general norms that we are at risk of developing in the interest of justifying the very specific targeted killing policy. Ultimately, war between nations is a far greater threat, and is a potential source of so much more human suffering than the danger posed by transnational terrorism. This is not to trivialize the risks that terrorism represents, particularly in an age when Al Qaeda and others have sought nuclear weapons. But we must be careful not to undermine the system designed to constrain the use of force and reduce the incidence of international armed conflict, in order to address a threat that is much less serious in the grand scheme of things.

#### Robust support for the impact—legal regime conflation results in uncontrollable conflict escalation

Ryan Goodman, Anne and Joel Ehrenkranz Professor of Law, New York University School of Law, December 2009, CONTROLLING THE RECOURSE TO WAR BY MODIFYING JUS IN BELLO, Yearbook of International Humanitarian Law / Volume 12

A substantial literature exists on the conflation of jus ad bellum and jus in bello. However, the consequences for the former side of the equation – the resort to war – is generally under-examined. Instead, academic commentary has focused on the effects of compliance with humanitarian rules in armed conflict and, in particular, the equality of application principle. In this section, I attempt to help correct that imbalance.

In the following analysis, I use the (admittedly provocative) short-hand labels of ‘desirable’ and ‘undesirable’ wars. The former consists of efforts that aim to promote the general welfare of foreign populations such as humanitarian interventions and, on some accounts, peacekeeping operations. The latter – undesirable wars – include conflicts that result from security spirals that serve neither state’s interest and also include predatory acts of aggression.

4.1.1 Decreased likelihood of ‘desirable wars’

A central question in debates about humanitarian intervention is whether the international community should be more concerned about the prospect of future Kosovos – ambitious military actions without clear legal authority – or future Rwandas – inaction and deadlock at the Security Council. Indeed, various institutional designs will tend to favor one of those outcomes over the other. In 1999, Kofi Annan delivered a powerful statement that appeared to consider the prospect of repeat Rwandas the greater concern; and he issued a call to arms to support the ‘developing international norm in favor of intervention to protect civilians from wholesale slaughter’.95 Ifoneassumesthatthereis,indeed,aneedforcontinuedorgreatersupport for humanitarian uses of force, Type I erosions of the separation principle pose a serious threat to that vision. And the threat is not limited to unilateral uses of force. It also applies to military operations authorized by the Security Council. In short, all ‘interventions to protect civilians from wholesale slaughter’ are affected.

Two developments render desirable interventions less likely. First, consider implications of the Kosovo Commission/ICISS approach. The scheme imposes greater requirements on armed forces engaged in a humanitarian mission with respect to safeguarding civilian ives.96 If that scheme is intended to smoke out illicit intent,97 it is likely to have perverse effects: suppressing sincere humanitarian efforts at least on the margins. Actors engaged in a bona fide humanitarian intervention generally tend to be more protective of their own armed forces than in other conflicts. It is instructive to consider, for instance, the precipitous US withdrawal from the UN mission in Somalia – code-named Operation Restore Hope – after the loss of eighteen American soldiers in the Battle of Mogadishu in 1993, and the ‘lesson’ that policymakers drew from that conflict.98 Additionally, the Kosovoc ampaign – code-named Operation Noble Anvil – was designed to be a ‘zero-casualty war’ for US soldiers, because domestic public support for the campaign was shallow and unstable. The important point is that the Kosovo Commission/ICISS approach would impose additional costs on genuine humanitarian efforts, for which it is already difficult to build and sustain popular support. As a result, we can expect to see fewer bona fide interventions to protect civilians from atrocities.99 Notably, such results are more likely to affect two types of states: states with robust, democratic institutions that effectively reflect public opinion and states that highly value compliance with jus in bello. Both of those are the very states that one would most want to incentivize to initiate and participate in humanitarian interventions.

The second development shares many of these same consequences. Consider the implications of the British House of Lords decision in Al-Jedda which cast doubt on the validity of derogations taken in peacekeeping operations as well as other military efforts in which the homeland is not directly at stake and the state could similarly withdraw. The scheme imposes a tax on such interventions by precluding the government from adopting measures that would otherwise be considered lawful and necessary to meet exigent circumstances related to the conflict. Such extraordinary constraints in wartime may very well temper the resolve to engage in altruistic intervention and military efforts that involve similar forms of voluntarism on the part of the state. Such a legal scheme may thus yield fewer such operations and the participation of fewer states in such multilateral efforts. And, the impact of the scheme should disproportionately affect the very states that take international human rights obligations most seriously.

Notably, in these cases, the disincentives might weigh most heavily on third parties: states that decide whether and to what degree to participate in a coalition with the principal intervener. It is to be expected that the commitment on the part of the principal intervener will be stronger, and thus not as easily shifted by the erosion of the separation principle. The ability, however, to hold together a coalition of states is made much more difficult by these added burdens. Indeed, as the United States learned in the Kosovo campaign, important European allies were wary about the intervention, in part due to its lack of an international legal pedigree. And the weakness of the alliance, including German and Italian calls for an early suspension of the bombing campaign, impeded the ability to wage war in the first place. It may be these third party states and their decision whether to join a humanitarian intervention where the international legal regime matters most. Without such backing of important allies, the intervention itself is less likely to occur. It is also those states – the more democratic, the more rights respecting, and the more law abiding – that the international regime should prefer to be involved in these kinds of interventions.

The developments regulating jus ad bellum through jus in bello also threaten to make ‘undesirable wars’ more likely. In previous writing, I argue that encouraging states to frame their resort to force through humanitarian objectives rather than other rationales would, in the aggregate, reduce the overall level of disputes that result in uncontrolled escalation and war.100 A reverse relationship also holds true. That is, encouraging states to forego humanitarian rationales in favor of other justifications for using force may culminate in more international disputes ending in uncontrolled escalation and war. This outcome is especially likely to result from the pressures created by Type I erosions of the separation principle.

First, increasing the tax on humanitarian interventions (the Kosovo Commission/ICISS approach) and ‘wars of choice’ (the Al-Jedda approach) would encourage states to justify their resort to force on alternative grounds. For example, states would be incentivized to invoke other legitimated frameworks – such as security rationales involving the right to self-defense, collective self-defense, anticipatory self-defense, and traditional threats to international peace and security. And, even if military action is pursued through the Security Council, states may be reluctant to adopt language (in resolutions and the like) espousing or emphasizing humanitarian objectives.

Second, the elevation of self-regarding – security and strategic – frameworks over humanitarian ones is more likely to lead to uncontrolled escalation and war. A growing body of social science scholarship demonstrates that the type of issue in dispute can constitute an important variable in shaping the course of interstate hostilities. The first generation of empirical scholarship on the origins of war did not consider this dimension. Political scientists instead concentrated on features of the international system (for example, the distribution of power among states) and on the characteristics of states (for example, forms of domestic governance structures) as the key explanatory variables. Research agendas broadened considerably, however, in subsequent years. More recently, ‘[s]everal studies have identified substantial differences in conflict behavior over different types of issues’.101 The available evidence shows that states are significantly more inclined to fight over particular types of issues that are elevated in a dispute, despite likely overall material and strategic losses.102 Academic studies have also illuminated possible causal explanations for these empirical patterns. Specifically, domestic (popular and elite) constituencies more readily support bellicose behavior by their government when certain salient cultural or ideological issues are in contention. Particular issue areas may also determine the expert communities (humanitarian versus security mindsets) that gain influence in governmental circles – a development that can shape the hard-line or soft-line strategies adopted in the course of the dispute. In short, these links between domestic political processes and the framing of international disputes exert significant influence on whether conflicts will eventually culminate in war.

Third, a large body of empirical research demonstrates that states will routinely engage in interstate disputes with rivals and that those disputes which are framed through security and strategic rationales are more likely to escalate to war. Indeed, the inclusion of a humanitarian rationale provides windows of opportunity to control and deescalate a conflict. Thus, eliminating or demoting a humanitarian rationale from a mix of justifications (even if it is not replaced by another rationale) can be independently destabilizing. Espousing or promoting security rationales, on the other hand, is more likely to culminate in public demands for increased bellicosity, unintended security spirals, and military violence.103

Importantly, these effects may result even if one is skeptical about the power of international law to influence state behavior directly. It is reasonable to assume that international law is unlikely to alter the determination of a state to wage war, and that international law is far more likely to influence only the justificatory discourse states employ while proceeding down the warpath. However, as I argue in my earlier work, leaders (of democratic and nondemocratic) states become caught in their official justifications for military campaigns. Consequently, framing the resort to force as a pursuit of security objectives, or adding such issues to an ongoing conflict, can reshape domestic political arrangements, which narrows the subsequent range of policy options. Issues that initially enter a conflict due to disingenuous representations by political leaders can become an authentic part of the dispute over time. Indeed, the available social science research, primarily qualitative case studies, is even more relevant here. A range of empirical studies demonstrate such unintended consequences primarily in the case of leaders employing security-based and strategic rationales to justify bellicose behavior.104 A central finding is that pretextual and superficial justifications can meaningfully influence later stages of the process that shape popular and elite conceptions of the international dispute. And it is those understandings that affect national security strategies and the ladder of escalation to war. Indeed, one set of studies – of empires – suggests these are mechanisms for powerful states entering into disastrous military campaigns that their leaders did not initially intend.

#### Self-defense regime collapse causes global war—US TK legal regime key—only Congress solves international norm development

Beau Barnes, J.D., Boston University School of Law, Spring 2012, REAUTHORIZING THE “WAR ON TERROR”: THE LEGAL AND POLICY IMPLICATIONS OF THE AUMF’S COMING OBSOLESCENCE, https://www.jagcnet.army.mil/DOCLIBS/MILITARYLAWREVIEW.NSF/20a66345129fe3d885256e5b00571830/b7396120928e9d5e85257a700042abb5/$FILE/By%20Beau%20D.%20Barnes.pdf

Therefore, the more likely result is that the Executive Branch, grappling with the absence of explicit legal authority for a critical policy, would need to make increasingly strained legal arguments to support its actions.121 Thus, the Obama Administration will soon be forced to rationalize ongoing operations under existing legal authorities, which, I argue below, will have significant harmful consequences for the United States. Indeed, the administration faces a Catch-22—its efforts to destroy Al Qaeda as a functioning organization will lead directly to the vitiation of the AUMF. The administration is “starting with a result and finding the legal and policy justifications for it,” which often leads to poor policy formulation.122 Potential legal rationales would perforce rest on exceedingly strained legal arguments based on the AUMF itself, the President’s Commander in Chief powers, or the international law of selfdefense.123 Besides the inherent damage to U.S. credibility attendant to unconvincing legal rationales, each alternative option would prove legally fragile, destabilizing to the international political order, or both.

1. Effect on Domestic Law and Policy

Congress’s failure to reauthorize military force would lead to bad domestic law and even worse national security policy. First, a legal rationale based on the AUMF itself will increasingly be difficult to sustain. Fewer and fewer terrorists will have any plausible connection to the September 11 attacks or Al Qaeda, and arguments for finding those connections are already logically attenuated. The definition of those individuals who may lawfully be targeted and detained could be expanded incrementally from the current definition, defining more and more groups as Al Qaeda’s “co-belligerents” and “associated forces.”124 But this approach, apart from its obvious logical weakness, would likely be rejected by the courts at some point.125 The policy of the United States should not be to continue to rely on the September 18, 2001, AUMF.

Second, basing U.S. counterterrorism efforts on the President’s constitutional authority as Commander in Chief is legally unstable, and therefore unsound national security policy, because a combination of legal difficulties and political considerations make it unlikely that such a rationale could be sustained. This type of strategy would likely run afoul of the courts and risk destabilizing judicial intervention,126 because the Supreme Court has shown a willingness to step in and assert a more proactive role to strike down excessive claims of presidential authority.127 Politically, using an overly robust theory of the Commander in Chief’s powers to justify counterterrorism efforts would, ultimately, be difficult to sustain. President Obama, who ran for office in large part on the promise of repudiating the excesses of the Bush Administration, and indeed any president, would likely face political pressure to reject the claims of executive authority made “politically toxic” by the writings of John Yoo.128 Because of the likely judicial resistance and political difficulties, claiming increased executive authority to prosecute the armed conflict against Al Qaeda would prove a specious and ultimately futile legal strategy. Simply put, forcing the Supreme Court to intervene and overrule the Executive’s national security policy is anathema to good public policy. In such a world, U.S. national security policy would lack stability—confounding cooperation with allies and hindering negotiations with adversaries.

There are, of course, many situations where the president’s position as Commander in Chief provides entirely uncontroversial authority for military actions against terrorists. In 1998, President Clinton ordered cruise missile strikes against Al Qaeda-related targets in Afghanistan and Sudan in response to the embassy bombings in Kenya and Tanzania. In 1986, President Reagan ordered air strikes against Libyan targets after U.S. intelligence linked the bombing of a Berlin discotheque to Libyan operatives.129 Executive authority to launch these operations without congressional approval was not seriously questioned, and no congressional approval was sought.130 To be sure, many of the targeted killing operations carried out today fall squarely within the precedent of past practice supplied by these and other valid exercises of presidential authority. Notwithstanding disagreement about the scope of Congress’s and the president’s “war powers,” few would disagree with the proposition that the president needs no authorization to act in selfdefense on behalf of the country. However, it is equally clear that not all terrorists pose such a threat to the United States, and thus the on terror,”137 further distancing counterterrorism operations from democratic oversight would exacerbate this problem.138 Indeed, congressional oversight of covert operations—which, presumably, operates with full information—is already considered insufficient by many.139 By operating entirely on a covert basis, “the Executive can initiate more conflict than the public might otherwise [be] willing to support.”140

In a world without a valid AUMF, the United States could base its continued worldwide counterterrorism operations on various alternative domestic legal authorities. All of these alternative bases, however, carry with them significant costs—detrimental to U.S. security and democracy. The foreign and national security policy of the United States should rest on “a comprehensive legal regime to support its actions, one that [has] the blessings of Congress and to which a court would defer as the collective judgment of the American political system about a novel set of problems.”141 Only then can the President’s efforts be sustained and legitimate.

2. Effect on the International Law of Self-Defense

A failure to reauthorize military force would lead to significant negative consequences on the international level as well. Denying the Executive Branch the authority to carry out military operations in the armed conflict against Al Qaeda would force the President to find authorization elsewhere, most likely in the international law of selfdefense—the jus ad bellum.142 Finding sufficient legal authority for the United States’s ongoing counterterrorism operations in the international law of self-defense, however, is problematic for several reasons. As a preliminary matter, relying on this rationale usurps Congress’s role in regulating the contours of U.S. foreign and national security policy. If the Executive Branch can assert “self-defense against a continuing threat” to target and detain terrorists worldwide, it will almost always be able to find such a threat.143 Indeed, the Obama Administration’s broad understanding of the concept of “imminence” illustrates the danger of allowing the executive to rely on a self-defense authorization alone.144

This approach also would inevitably lead to dangerous “slippery slopes.” Once the President authorizes a targeted killing of an individual who does not pose an imminent threat in the strict law enforcement sense of “imminence,”145 there are few potential targets that would be off-limits to the Executive Branch. Overly malleable concepts are not the proper bases for the consistent use of military force in a democracy. Although the Obama Administration has disclaimed this manner of broad authority because the AUMF “does not authorize military force against anyone the Executive labels a ‘terrorist,’”146 relying solely on the international law of self defense would likely lead to precisely such a result.

The slippery slope problem, however, is not just limited to the United States’s military actions and the issue of domestic control. The creation of international norms is an iterative process, one to which the United States makes significant contributions. Because of this outsized influence, the United States should not claim international legal rights that it is not prepared to see proliferate around the globe. Scholars have observed that the Obama Administration’s “expansive and open-ended interpretation of the right to self-defence threatens to destroy the prohibition on the use of armed force . . . .”147 Indeed, “[i]f other states were to claim the broad-based authority that the United States does, to kill people anywhere, anytime, the result would be chaos.”148

Encouraging the proliferation of an expansive law of international self-defense would not only be harmful to U.S. national security and global stability, but it would also directly contravene the Obama Administration’s national security policy, sapping U.S. credibility. The Administration’s National Security Strategy emphasizes U.S. “moral leadership,” basing its approach to U.S. security in large part on “pursu[ing] a rules-based international system that can advance our own interests by serving mutual interests.”149 Defense Department General Counsel Jeh Johnson has argued that “[a]gainst an unconventional enemy that observes no borders and does not play by the rules, we must guard against aggressive interpretations of our authorities that will discredit our efforts, provoke controversy and invite challenge.”150 Cognizant of the risk of establishing unwise international legal norms, Johnson argued that the United States “must not make [legal authority] up to suit the moment.”151 The Obama Administration’s global counterterrorism strategy is to “adher[e] to a stricter interpretation of the rule of law as an essential part of the wider strategy” of “turning the page on the past [and rooting] counterterrorism efforts within a more durable, legal foundation.”152

Widely accepted legal arguments also facilitate cooperation from U.S. allies, especially from the United States’ European allies, who have been wary of expansive U.S. legal interpretations.153 Moreover, U.S. strategy vis-à-vis China focuses on binding that nation to international norms as it gains power in East Asia.154 The United States is an international “standard-bearer” that “sets norms that are mimicked by others,”155 and the Obama Administration acknowledges that its drone strikes act in a quasi-precedential fashion.156 Risking the obsolescence of the AUMF would force the United States into an “aggressive interpretation” of international legal authority,157 not just discrediting its own rationale, but facilitating that rationale’s destabilizing adoption by nations around the world.158

#### Law of armed conflict controls deterrence—collapse causes global WMD conflict

Delahunty, associate prof – U St. Thomas Law, and Yoo, law prof – UC Berkeley, ‘10

(Robert and John, 59 DePaul L. Rev. 803)

Finally, the extension of IHRL to armed conflict may have significant consequences for the success of international law in advancing global welfare. Rules of the LOAC represent the delicate balancing between the imperatives of combat and the humanitarian goals in wartime. The LOAC has been remarkably successful in achieving compliance from warring nations in obeying these rules. This is most likely due to the reciprocal nature of the obligations involved. Nations treat prisoners of war well in order to guarantee that their own captive soldiers will be treated well by the enemy; nations will refrain from usingweapons of mass destruction because they are deterred by their enemy's possession of the same weapons. It has been one of the triumphs of international law to increase the restrictions on the use of unnecessarily destructive and cruel weapons, and to advance the norms of distinction and the humane treatment of combatants and civilians in wartime.

IHRL norms, on the other hand, may suffer from much lower rates of compliance. This may be due, in part, to the non-reciprocal nature of the obligations. One nation's refusal to observe freedom of speech, for example, will not cause another country to respond by depriving its own citizens of their rights. If IHRL norms--which were developed without much, if any, consideration of the imperatives of combat--merge into the LOAC, it will be likely that compliance with international law will decline. If nations must balance their security [\*849] needs against ever more restrictive and out-of-place international rules supplied by IHRL, we hazard to guess that the latter will give way. Rather than attempt to superimpose rules for peacetime civilian affairs on the unique circumstances of the "war on terror," a better strategy for encouraging compliance with international law would be to adapt the legal system already specifically designed for armed conflict.

#### LOAC key to regulate cyber development—prevents spillover of the Stuxtnet precedent

Jeremy Richmond, J.D., March 2012, NOTE: EVOLVING BATTLEFIELDS DOES STUXNET DEMONSTRATE A NEED FOR MODIFICATIONS TO THE LAW OF ARMED CONFLICT?, 35 Fordham Int'l L.J. 842

Stuxnet almost certainly foreshadows a fundamental change in modern warfare. It demonstrates that a well-orchestrated CNA can strike a target with greater precision, greater damage to the enemy, and less collateral loss of life and property than a kinetic weapon. Will the change in warfare, [\*894] however, be so drastic that it also necessitates a change in the LOAC? The answer appears to be both "yes" and "no."

The principles of distinction, discrimination, and proportionality, when applied to Stuxnet, further the LOAC policy goals of reducing overall destruction in warfare and reducing unnecessary harm to civilians and civilian property. Further, evidence that Stuxnet's programmers may have designed it to conform with the LOAC, and the subsequent benefits that that conformity brought, demonstrates that compliance with the LOAC is possible, practical, and beneficial. In this respect, the LOAC seems to adequately regulate Stuxnet. Stuxnet therefore should be considered a piece of evidence that fundamental alterations to the LOAC are not necessary to regulate cyber weapons.

#### Solves extinction

**Guterl 12**, executive editor – Scientific American, 11/28/’12

(Fred, “Armageddon 2.0,” Bulletin of the Atomic Scientists)

The world lived for half a century with the constant specter of nuclear war and its potentially devastating consequences. The end of the Cold War took the potency out of this Armageddon scenario, yet the existential dangers have only multiplied.

Today the technologies that pose some of the biggest problems are not so much military as commercial. They come from biology, energy production, and the information sciences -- and are the very technologies that have fueled our prodigious growth as a species. They are far more seductive than nuclear weapons, and more difficult to extricate ourselves from. The technologies we worry about today form the basis of our global civilization and are essential to our survival.

The mistake many of us make about the darker aspects of our high-tech civilization is in thinking that we have plenty of time to address them. We may, if we're lucky. But it's more likely that we have less time than we think. There may be a limited window of opportunity for preventing catastrophes such as pandemics, runaway climate change, and cyber attacks on national power grids.

Emerging diseases. The influenza pandemic of 2009 is a case in point. Because of rising prosperity and travel, the world has grown more conducive to a destructive flu virus in recent years, many public health officials believe. Most people probably remember 2009 as a time when health officials overreacted. But in truth, the 2009 virus came from nowhere, and by the time it reached the radar screens of health officials, it was already well on its way to spreading far and wide.

"H1N1 caught us all with our pants down," says flu expert Robert G. Webster of St. Jude Children's Research Hospital in Memphis, Tennessee. Before it became apparent that the virus was a mild one, health officials must have felt as if they were staring into the abyss. If the virus had been as deadly as, say, the 1918 flu virus or some more recent strains of bird flu, the result would have rivaled what the planners of the 1950s expected from a nuclear war. It would have been a "total disaster," Webster says. "You wouldn't get the gasoline for your car, you wouldn't get the electricity for your power, you wouldn't get the medicines you need. Society as we know it would fall apart."

Climate change. Climate is another potentially urgent risk. It's easy to think about greenhouse gases as a long-term problem, but the current rate of change in the Arctic has alarmed more and more scientists in recent years. Tim Lenton, a climate scientist at the University of Exeter in England, has looked at climate from the standpoint of tipping points -- sudden changes that are not reflected in current climate models. We may already have reached a tipping point -- a transition to a new state in which the Arctic is ice-free during the summer months.

Perhaps the most alarming of Lenton's tipping points is the Indian summer monsoon. Smoke from household fires, and soot from automobiles and buses in crowded cities, rises into the atmosphere and drifts out over the Indian Ocean, changing the atmospheric dynamics upon which the monsoon depends -- keeping much of the sun's energy from reaching the surface, and lessening the power of storms. At the same time, the buildup of greenhouse gases -- emitted mainly from developed countries in the northern hemisphere -- has a very different effect on the Indian summer monsoon: It makes it stronger.

These two opposite influences make the fate of the monsoon difficult to predict and subject to instability. A small influence -- a bit more carbon dioxide in the atmosphere, and a bit more brown haze -- could have an outsize effect. The Indian monsoon, Lenton believes, could be teetering on a knife's edge, ready to change abruptly in ways that are hard to predict. What happens then? More than a billion people depend on the monsoon's rains.

Other tipping points may be in play, says Lenton. The West African monsoon is potentially near a tipping point. So are Greenland's glaciers, which hold enough water to raise sea levels by more than 20 feet; and the West Antarctic Ice Sheet, which has enough ice to raise sea levels by at least 10 feet. Regional tipping points could hasten the ill effects of climate change more quickly than currently projected by the Intergovernmental Panel on Climate Change.

Computer hacking. The computer industry has already made it possible for computers to handle a variety of tasks without human intervention. Autonomous computers, using techniques formerly known as artificial intelligence, have begun to exert control in virtually every sphere of our lives. Cars, for instance, can now take action to avoid collisions. To do this, a car has to make decisions: When does it take control? How much braking power should be applied, and to which wheels? And when should the car allow its reflex-challenged driver to regain control? Cars that drive themselves, currently being field tested, could hit dealer showrooms in a few years.

Autonomous computers can make our lives easier and safer, but they can also make them more dangerous. A case in point is Stuxnet, the computer worm designed by the US and Israel to attack Iran's nuclear fuel program. It is a watershed in the brief history of malware -- the Jason Bourne of computer code, designed for maximum autonomy and effectiveness. Stuxnet's creators gave their program the best training possible: they stocked it with detailed technical knowledge that would come in handy for whatever situation Stuxnet could conceivably encounter. Although the software included rendezvous procedures and communication codes for reporting back to headquarters, Stuxnet was built to survive and carry out its mission even if it found itself cut off.

The uranium centrifuges that Stuxnet attacked are very similar in principle to the generators that power the US electrical grid. Both are monitored and controlled by programmable-logic computer chips. Stuxnet cleverly caused the uranium centrifuges to throw themselves off-balance, inflicting enough damage to set the Iranian nuclear industry back by 18 months or more. A similar piece of malware installed on the computers that control the generators at the base of the Grand Coulee Dam would likewise cause them to shake, rattle, and roll -- and eventually explode.

If Stuxnet-like malware were to insinuate itself into a few hundred power generators in the United States and attack them all at once, the damage would be enough to cause blackouts on the East and West Coasts. With such widespread destruction, it could take many months to restore power to the grid. It seems incredible that this should be so, but the worldwide capacity to manufacture generator parts is limited. Generators generally last 30 years, sometimes 50, so normally there's little need for replacements. The main demand for generators is in China, India, and other parts of rapidly developing Asia. That's where the manufacturers are -- not in the United States. Even if the United States, in crisis mode, put full diplomatic pressure on supplier nations -- or launched a military invasion to take over manufacturing facilities -- the capacity to ramp up production would be severely limited. Worldwide production currently amounts to only a few hundred generators per year.

The consequences of going without power for months, across a large swath of the United States, would be devastating. Backup electrical generators in hospitals and other vulnerable facilities would have to rely on fuel that would be in high demand. Diabetics would go without their insulin; heart attack victims would not have their defibrillators; and sick people would have no place to go. Businesses would run out of inventory and extra capacity. Grocery stores would run out of food, and deliveries of all sorts would virtually cease (no gasoline for trucks and airplanes, trains would be down). As we saw with the blackouts caused by Hurricane Sandy, gas stations couldn't pump gas from their tanks, and fuel-carrying trucks wouldn't be able to fill up at refueling stations. Without power, the economy would virtually cease, and if power failed over a large enough portion of the country, simply trucking in supplies from elsewhere would not be adequate to cover the needs of hundreds of millions of people. People would start to die by the thousands, then by the tens of thousands, and eventually the millions. The loss of the power grid would put nuclear plants on backup, but how many of those systems would fail, causing meltdowns, as we saw at Fukushima? The loss in human life would quickly reach, and perhaps exceed, After eight to 10 days, about 72 percent of all economic activity, as measured by GDP, would shut down, according to an analysis by Scott Borg, a cybersecurity expert.

TK self-defense norms modeled globally --- causes global war

Fisk & Ramos 13 (Kerstin Fisk --- PhD in Political Science focusing on interstate war @ Claremont Graduate University, Jennifer M. Ramos-- PhD in Polisci and Professor @ Loyola Marymount focusing on norms and foreign policy, including drone warfare and preventative use of force, “Actions Speak Louder Than Words: Preventive Self-Defense as a Cascading Norm” 15 APR 2013, International Studies Perspectives (2013), 1–23)

Conclusion

Preventive self-defense entails waging a war or an attack by choice, in order to prevent a suspected enemy from changing the status quo in an unfavorable direction. Prevention is acting in anticipation of a suspected latent threat that might fully emerge someday. One might rightfully point out that preventive strikes are nothing new—the Iraq War is simply a more recent example in a long history of the preventive use of force. The strategic theorist Colin Gray (2007:27), for example, argues that “far from being a rare and awful crime against an historical norm, preventive war is, and has always been, so common, that its occurrence seems remarkable only to those who do not know their history.” Prevention may be common throughout history, but this does not change the fact that it became increasingly difficult to justify after World War II, as the international community developed a core set of normative principles to guide state behavior, including war as a last resort. The threshold for war was set high, imposing a stringent standard for states acting in self-defense. Gray concedes that there has been a “slow and erratic, but nevertheless genuine, growth of a global norm that regards the resort to war as an extraordinary and even desperate measure” and that the Iraq war set a “dangerous precedent” (44). Although our cases do not provide a definitive answer for whether a preventive self-defense norm is diffusing, they do provide some initial evidence that states are re-orienting their military and strategic doctrines toward offense. In addition, these states have all either acquired or developed unmanned aerial vehicles for the purposes of reconnaissance, surveillance, and/or precision targeting.

Thus, the results of our plausibility probe provide some evidence that the global norm regarding the use of force as a last resort is waning, and that a preventive self-defense norm is emerging and cascading following the example set by the United States. At the same time, there is variation among our cases in the extent to which they apply the strategy of self-defense. China, for example, has limited their adaption of this strategy to targeted killings, while Russia has declared their strategy to include the possibility of a preventive nuclear war. Yet, the preventive self-defense strategy is not just for powerful actors. Lesser powers may choose to adopt it as well, though perhaps only implementing the strategy against actors with equal or lesser power. Research in this vein would compliment our analyses herein.

With the proliferation of technology in a globalized world, it seems only a matter of time before countries that do not have drone technology are in the minority. While preventive self-defense strategies and drones are not inherently linked, current rhetoric and practice do tie them together. Though it is likely far into the future, it is all the more important to consider the final stage of norm evolution—internalization—for this particular norm. While scholars tend to think of norms as “good,” this one is not so clear-cut. If the preventive self-defense norm is taken for granted, integrated into practice without further consideration, it inherently changes the functioning of international relations. And unmanned aerial vehicles, by reducing the costs of war, make claims of preventive self-defense more palatable to the public. Yet a global norm of preventive self-defense is likely to be destabilizing, leading to more war in the international system, not less. It clearly violates notions of just war principles—jus ad bellum. The United States has set a dangerous precedent, and by continuing its preventive strike policy it continues to provide other states with the justification to do the same.

China models US self-defense precedent --- they’ll strike in the South China Sea

Fisk & Ramos 13 (Kerstin Fisk --- PhD in Political Science focusing on interstate war @ Claremont Graduate University, Jennifer M. Ramos PhD in Polisci and Professor @ Loyola Marymount focusing on norms and foreign policy, including drone warfare and preventative use of force, “Actions Speak Louder Than Words: Preventive Self-Defense as a Cascading Norm” 15 APR 2013, International Studies Perspectives (2013), 1–23)

China

Though scholars debate the strategic culture of China, the dominant view has been one that emphasizes the defensive nature of Chinese military strategy (for an alternative view, see Johnston 1995; Feng 2007; Silverstone 2009). In this view, China prefers diplomacy over the use of force to achieve its objectives, and is more focused on defending against aggressors than acting as one. Seemingly consistent with this view, in 2003, China publically declared its position against states seeking to legitimize preventive self-defense. From China's perspective, the US-led war in Iraq was an example of America's hegemonic lust for power (Silverstone 2009). It was an act of aggression that violated the international norm that China holds dear—the norm of sovereignty. **However, the country's position on this may be evolving**, or at least **contingent on its own geo-political interests**. In 2005, the People's Congress of China passed an anti-secession law, clearly with an eye toward Taiwan. This law includes language that allows “non-peaceful means” in the case that reunification goals are not achieved (Reisman and Armstrong 2006). This suggests that China leaves open the possibility of some kind of military action to thwart Taiwan's formal secession—a preventive move. Still, China considers the Taiwan “problem” a domestic issue, thus the anti-secession law is not compelling evidence that China is buying into the norm of preventive self-defense.

Indeed, a year later (in 2006), China released a national defense report that articulates a strategy of “active defense” for the twenty-first century, in which China moves to an offensive defensive strategy (Yang 2008). Within this report, China declares a policy that prohibits the first use of nuclear weapons “at any time and under any circumstances.” This is consistent with its general orientation against preventive strikes, though it only specifies this idea with regard to nuclear weapons, and may leave the door open to a first use strategy with other types of weapons, but it is not clear from the report. China is likely to be tested in several key areas beyond the Taiwan situation mentioned earlier.71 China is quite aggressive regarding its claims to territories in the South China Sea. One of the most hotly disputed assertions is its sovereignty over the Spratly Islands and areas close to the Philippine island of Palawan, which is contested by the Philippines among other countries (Beckman 2012). With Chinese Premier Wen Jiabao's recent statement regarding the necessity of possessing a military that could win “local wars under information age conditions,” it is not surprising that states in the region are on edge.72 Last October, Chinese news reported that states with which China has territorial disputes should “mentally prepare for the sounds of cannons.”73

Beyond the territorial disputes, also consider the recent terrorist attacks within China and their connection to Pakistan and Afghanistan. The East Turkistan Islamic Movement (ETIM) is responsible for several deadly attacks in the Chinese province of Xinjiang, driving Chinese officials to “go all out to counter the violence” that originates from both ETIM terrorist training camps in Pakistan and remote areas in Xinjiang.74 The significance of these threats to China is reflected in its continuing military modernization efforts, including increasing defense spending by more than 11%.75 Amid investment in aircraft carriers and stealth fighter jets, China is focused on the development of drone technology, hoping to rival that of the United States.76 Such technology would likely be used in preventive self-defense against terrorists along China's borders.77 Reports suggest that after seeing the critical use of drones by the United States in its engagements abroad, China has prioritized drone technology acquisition and production. 78 In sum, these developments in Chinese defense strategy point to a quite offensive posture—one consistent with a commitment to a norm of preventive use of force (though not as clear-cut as in the India and Russia cases).

In each of the cases under review, the military has shifted in its orientation from defense to offense. In India, for example, where UAV development is further along compared to the other cases, there have been notable changes in defense strategy. The strategies in all four cases are tied to a concurrent trend toward states’ acquiring unmanned systems, or drones for precision strikes and real-time surveillance. Political and military elites have demonstrated a desire to successfully harness sophisticated new RMA technology, after having observed US success in this area.

Alongside our analysis of state rhetoric, these changes in strategies and high-tech tactical weaponry suggest the diffusion of a preventive use of force norm across cases, though to varying degrees, depending on their geostrategic interests. India is largely focused on fighting terrorism abroad, whereas Russia's main terrorist concern is within its own borders. China is concerned about terrorism from domestic and foreign sources. Thus, India is more compelled to espouse the norm of preventive self-defense as a legitimate norm governing international state behavior than Russia. China's commitment to such a norm is evolving, perhaps somewhere in between that of Russia and India. Unlike the cases of India, Russia, and China, Germany's military modernization and interest in drones stems largely from pressure from the United States to take on a larger, global role in promoting security and stability, particularly within NATO. In 2008, for example, US Secretary of Defense Robert Gates scolded “defensive players” who “sometimes…have to focus on offense.”79 At the time, Germany had troops in Afghanistan—but they were located in the safest part of the country (the north) while the United States, Canada and Britain fought in the volatile south. Directing his criticism toward Germany in particular, Gates stated, “In NATO, some allies ought not to have the luxury of opting only for stability and civilian operations, thus forcing other allies to bear a disproportionate share of the fighting and dying.”79 As stated above, one of the ways in which norm entrepreneurs promote norms is by invoking a state's reputation or “international image.” This has certainly been the case with Germany, which took on a direct role in combat operations in Afghanistan in 2009—by borrowing American drones.

Taken together, though, in terms of their position on the idea of preventive self-defense, our findings suggest two similarities. First, in all four cases reviewed here, leaders invoked the US example to justify their actions. Particularly in India, similarities to 9/11 were drawn in an effort to legitimize moves toward offensive strategies. Second, asymmetric tactics are not only a tool of the weak, but also of stronger states. We found a strong correlation between strategies of preventive self-defense and the acquisition of drone technology. Because of their precision-strike capability, drones are an obvious choice for states committed to preventive self-defense.

SCS conflict causes extinction

Wittner 11 (Lawrence S. Wittner, Emeritus Professor of History at the State University of New York/Albany, Wittner is the author of eight books, the editor or co-editor of another four, and the author of over 250 published articles and book reviews. From 1984 to 1987, he edited Peace & Change, a journal of peace research., 11/28/2011, "Is a Nuclear War With China Possible?", www.huntingtonnews.net/14446)

While nuclear weapons exist, there remains a danger that they will be used. After all, for centuries national conflicts have led to wars, with nations employing their deadliest weapons. The current deterioration of U.S. relations with China might end up providing us with yet another example of this phenomenon. The gathering tension between the United States and China is clear enough. Disturbed by China’s growing economic and military strength, the U.S. government recently challenged China’s claims in the South China Sea, increased the U.S. military presence in Australia, and deepened U.S. military ties with other nations in the Pacific region. According to Secretary of State Hillary Clinton, the United States was “asserting our own position as a Pacific power.” But need this lead to nuclear war? Not necessarily. And yet, there are signs that it could. After all, both the United States and China possess large numbers of nuclear weapons. The U.S. government threatened to attack China with nuclear weapons during the Korean War and, later, during the conflict over the future of China’s offshore islands, Quemoy and Matsu. In the midst of the latter confrontation, President Dwight Eisenhower declared publicly, and chillingly, that U.S. nuclear weapons would “be used just exactly as you would use a bullet or anything else.” Of course, China didn’t have nuclear weapons then. Now that it does, perhaps the behavior of national leaders will be more temperate. But the loose nuclear threats of U.S. and Soviet government officials during the Cold War, when both nations had vast nuclear arsenals, should convince us that, even as the military ante is raised, nuclear saber-rattling persists. Some pundits argue that nuclear weapons prevent wars between nuclear-armed nations; and, admittedly, there haven’t been very many—at least not yet. But the Kargil War of 1999, between nuclear-armed India and nuclear-armed Pakistan, should convince us that such wars can occur. Indeed, in that case, the conflict almost slipped into a nuclear war. Pakistan’s foreign secretary threatened that, if the war escalated, his country felt free to use “any weapon” in its arsenal. During the conflict, Pakistan did move nuclear weapons toward its border, while India, it is claimed, readied its own nuclear missiles for an attack on Pakistan. At the least, though, don’t nuclear weapons deter a nuclear attack? Do they? Obviously, NATO leaders didn’t feel deterred, for, throughout the Cold War, NATO’s strategy was to respond to a Soviet conventional military attack on Western Europe by launching a Western nuclear attack on the nuclear-armed Soviet Union. Furthermore, if U.S. government officials really believed that nuclear deterrence worked, they would not have resorted to championing “Star Wars” and its modern variant, national missile defense. Why are these vastly expensive—and probably unworkable—military defense systems needed if other nuclear powers are deterred from attacking by U.S. nuclear might? Of course, the bottom line for those Americans convinced that nuclear weapons safeguard them from a Chinese nuclear attack might be that the U.S. nuclear arsenal is far greater than its Chinese counterpart. Today, it is estimated that the U.S. government possesses over five thousand nuclear warheads, while the Chinese government has a total inventory of roughly three hundred. Moreover, only about forty of these Chinese nuclear weapons can reach the United States. Surely the United States would “win” any nuclear war with China. But what would that “victory” entail? A nuclear attack by China would immediately slaughter at least 10 million Americans in a great storm of blast and fire, while leaving many more dying horribly of sickness and radiation poisoning. The Chinese death toll in a nuclear war would be far higher. Both nations would be reduced to smoldering, radioactive wastelands. Also, radioactive debris sent aloft by the nuclear explosions would blot out the sun and bring on a “nuclear winter” around the globe—destroying agriculture, creating worldwide famine, and generating chaos and destruction.

## 1AC Solvency

#### Congressional limits of self-defense authority within armed conflict is necessary to resolve legal ambiguity

Mark David Maxwell, Colonel, Judge Advocate with the U.S. Army, Winter 2012, TARGETED KILLING, THE LAW, AND TERRORISTS, Joint Force Quarterly, http://www.ndu.edu/press/targeted-killing.html

In the wake of the attacks by al Qaeda on September 11, 2001, an analogous phenomenon of feeling safe has occurred in a recent U.S. national security policy: America’s explicit use of targeted killings to eliminate terrorists, under the legal doctrines of selfdefense and the law of war. Legal scholars define targeted killing as the use of lethal force by a state4 or its agents with the intent, premeditation, and deliberation to kill individually selected persons who are not in the physical custody of those targeting them.5 In layman’s terms, targeted killing is used by the United States to eliminate individuals it views as a threat.6 Targeted killings, for better or for worse, have become “a defining doctrine of American strategic policy.”7 Although many U.S. Presidents have reserved the right to use targeted killings in unique circumstances, making this option a formal part of American foreign policy incurs risks that, unless adroitly controlled and defined in concert with Congress, could drive our practices in the use of force in a direction that is not wise for the long-term health of the rule of law.

This article traces the history of targeted killing from a U.S. perspective. It next explains how terrorism has traditionally been handled as a domestic law enforcement action within the United States and why this departure in policy to handle terrorists like al Qaeda under the law of war—that is, declaring war against a terrorist organization—is novel. While this policy is not an ill-conceived course of action given the global nature of al Qaeda, there are practical limitations on how this war against terrorism can be conducted under the orders of the President. Within the authority to target individuals who are terrorists, there are two facets of Presidential power that the United States must grapple with: first, how narrow and tailored the President’s authority should be when ordering a targeted killing under the rubric of self-defense; and second, whether the President must adhere to concepts within the law of war, specifically the targeting of individuals who do not don a uniform. The gatekeeper of these Presidential powers and the prevention of their overreach is Congress. The Constitution demands nothing less, but thus far, Congress’s silence is deafening.

History of Targeted Killing During the Cold War, the United States used covert operations to target certain political leaders with deadly force.8 These covert operations, such as assassination plots against Fidel Castro of Cuba and Ngo Dinh Diem of South Vietnam, came to light in the waning days of the Richard Nixon administration in 1974. In response to the public outrage at this tactic, the Senate created a select committee in 1975, chaired by Senator Frank Church of Idaho, to “Study Government Operations with Respect to Intelligence Activities.”9 This committee, which took the name of its chairman, harshly condemned such targeting, which is referred to in the report as assassination: “We condemn assassination and reject it as an instrument of American policy.”10 In response to the Church Committee’s findings, President Gerald R. Ford issued an Executive order in 1976 prohibiting assassinations: “No employee of the United States Government shall engage in, or conspire to engage in political assassination.”11 The order, which is still in force today as Executive Order 12333, “was issued primarily to preempt pending congressional legislation banning political assassination.”12 President Ford did not want legislation that would impinge upon his unilateral ability as Commander in Chief to decide on the measures that were necessary for national security. 13 In the end, no legislation on assassinations was passed; national security remained under the President’s purview. Congress did mandate, however, that the President submit findings to select Members of Congress before a covert operation commences or in a timely fashion afterward.14 This requirement remains to this day. Targeted killings have again come to center stage with the Barack Obama administration’s extraordinary step of acknowledging the targeting of the radical Muslim cleric Anwar al-Awlaki, a U.S. citizen who lived in Yemen and was a member of an Islamic terrorist organization, al Qaeda in the Arabian Peninsula.15 Al-Awlaki played a significant role in an attack conducted by Umar Farouk Abdulmutallab, the Nigerian Muslim who attempted to blow up a Northwest Airlines flight bound for Detroit on Christmas Day 2009.16 According to U.S. officials, al-Awlaki was no longer merely encouraging terrorist activities against the United States; he was “acting for or on behalf of al-Qaeda in the Arabian Peninsula . . . and providing financial, material or technological support for . . . acts of terrorism.”17 Al-Awlaki’s involvement in these activities, according to the United States, made him a belligerent and therefore a legitimate target. The context of the fierce debates in the 1970s is different from the al-Awlaki debate. The targeted killing of an individual for a political purpose, as investigated by the Church Committee, was the use of lethal force during peacetime, not during an armed conflict. During armed conflict, the use of targeted killing is quite expansive.18 But in peacetime, the use of any lethal force is highly governed and limited by both domestic law and international legal norms. The presumption is that, in peacetime, all use of force by the state, especially lethal force, must be necessary. The Law Enforcement Paradigm Before 9/11, the United States treated terrorists under the law enforcement paradigm—that is, as suspected criminals.19 This meant that a terrorist was protected from lethal force so long as his or her conduct did not require the state to respond to a threat or the indication of one. The law enforcement paradigm assumes that the preference is not to use lethal force but rather to arrest the terrorist and then to investigate and try him before a court of law.20 The presumption during peacetime is that the use of lethal force by a state is not justified unless necessary. Necessity assumes that “only the amount of force required to meet the threat and restore the status quo ante may be employed against [the] source of the threat, thereby limiting the force that may be lawfully applied by the state actor.”21 The taking of life in peacetime is only justified “when lesser means for reducing the threat were ineffective.”22 Under both domestic and international law, the civilian population has the right to be free from arbitrary deprivation of life. Geoff Corn makes this point by highlighting that a law enforcement officer could not use deadly force “against suspected criminals based solely on a determination an individual was a member of a criminal group.”23 Under the law enforcement paradigm, “a country cannot target any individual in its own territory unless there is no other way to avert a great danger.”24 It is the individual’s conduct at the time of the threat that gives the state the right to respond with lethal force. The state’s responding force must be reasonable given the situation known at the time. This reasonableness standard is a “commonsense evaluation of what an objectively reasonable officer might have done in the same circumstances.”25 The U.S. Supreme Court has opined that this reasonableness is subjective: “[t]he calculus of reasonableness must embody allowances for the fact that police officers often are forced to make split-second judgments . . . about the amount of force that is necessary in a particular situation.”26 The law enforcement paradigm attempts to “minimize the use of lethal force to the extent feasible in the circumstances.”27 This approach is the starting point for many commentators when discussing targeted killing: “It may be legal for law enforcement personnel to shoot to kill based on the imminence of the threat, but the goal of the operation, from its inception, should not be to kill.”28 The presumption is that intentional killing by the state is unlawful unless it is necessary for self-defense or defense of others.29 Like the soldier who acts under the authority of self-defense, if one acts reasonably based on the nature of the threat, the action is justified and legal. What the law enforcement paradigm never contemplates is a terrorist who works outside the state and cannot be arrested. These terrorists hide in areas of the world where law enforcement is weak or nonexistent. The terrorists behind 9/11 were lethal and lived in ungovernable areas; these factors compelled the United States to rethink its law enforcement paradigm. The Law of War Paradigm The damage wrought by the 9/11 terrorists gave President George W. Bush the political capital to ask Congress for authorization to go to war with these architects of terror, namely al Qaeda. Seven days later, Congress gave the President the Authorization for the Use of Military Force (AUMF) against those “nations, organizations, or persons [the President] determines planned, authorized, committed, or aided the terrorist attacks that occurred on September 11, 2001, or harbored such organizations or persons, in order to prevent any future acts of international terrorism against the United States by such nations, organizations, or persons.”30 For the first time in modern U.S. history, the country was engaged in an armed conflict with members of an organization, al Qaeda, versus a state. The legal justification to use force, which includes targeted killings, against al Qaeda, the Taliban, and associated forces is twofold: self-defense and the law of war.31 In armed conflict, the rules governing when an individual can be killed are starkly different than in peacetime. The law enforcement paradigm does not apply in armed conflict. Rather, designated terrorists may be targeted and killed because of their status as enemy belligerents. That status is determined solely by the President under the AUMF. Unlike the law enforcement paradigm, the law of war requires neither a certain conduct nor an analysis of the reasonable amount of force to engage belligerents. In armed conflict, it is wholly permissible to inflict “death on enemy personnel irrespective of the actual risk they present.”32 Killing enemy belligerents is legal unless specifically prohibited—for example, enemy personnel out of combat like the wounded, the sick, or the shipwrecked.33 Armed conflict also negates the law enforcement presumption that lethal force against an individual is justified only when necessary. If an individual is an enemy, then “soldiers are not constrained by the law of war from applying the full range of lawful weapons.”34 Now the soldier is told by the state that an enemy is hostile and he may engage that individual without any consideration of the threat currently posed. The enemy is declared hostile; the enemy is now targetable. Anticipatory Self-defense

This paradigm shift is novel for the United States. The President’s authority to order targeted killings is clear under domestic law; it stems from the AUMF. Legal ambiguity of the U.S. authority to order targeted killings emerges, however, when it is required to interpret international legal norms like self-defense and the law of war. The United States has been a historic champion of these international norms, but now they are hampering its desires to target and kill terrorists.

Skeptics of targeted killing admit that “[t]he decision to target specific individuals with lethal force after September 11 was neither unprecedented nor surprising.”35 Mary Ellen O’Connell has conceded, for example, that targeted killing against enemy combatants in Afghanistan is not an issue because “[t]he United States is currently engaged in an armed conflict” there.36 But when the United States targets individuals outside a zone of conflict, as it did with alAwlaki in Yemen,37 it runs into turbulence because a state of war does not exist between the United States and Yemen.38 A formidable fault line that is emerging between the Obama administration’s position and many academics, international organizations,39 and even some foreign governments40 is where these targeted killings can be conducted.41

According to the U.S. critics, if armed conflict between the states is not present at a location, then the law of war is never triggered, and the state reverts to a peacetime paradigm. In other words, the targeted individual cannot be killed merely because of his or her status as an enemy, since there is no armed conflict. Instead, the United States, as in peacetime, must look to the threat the individual possesses at the time of the targeting. There is a profound shift of the burden upon the state: the presumption now is that the targeted killing must be necessary. When, for example, the United States targeted and killed six al Qaeda members in Yemen in 2002, the international reaction was extremely negative: the strike constituted “a clear case of extrajudicial killing.”42

The Obama administration, like its predecessor, disagrees. Its legal justification for targeted killings outside a current zone of armed conflict is anticipatory self-defense. The administration cites the inherent and unilateral right every nation has to engage in anticipatory self-defense. This right is codified in the United Nations charter43 and is also part of the U.S. interpretation of customary international law stemming from the Caroline case in 1837. A British warship entered U.S. territory and destroyed an American steamboat, the Caroline. In response, U.S. Secretary of State Daniel Webster articulated the lasting acid test for anticipatory self-defense: “[N]ecessity of self defense [must be] instant, overwhelming, leaving no choice of means and no moment for deliberation . . . [and] the necessity of self defense, must be limited by that necessity and kept clearly within it.”44

A state can act under the guise of anticipatory self-defense. This truism, however, leaves domestic policymakers to struggle with two critical quandaries: first, the factual predicate required by the state to invoke anticipatory self-defense, on the one hand; and second, the protections the state’s soldiers possess when they act under this authority, on the other. As to the first issue, there is simply no guidance from Congress to the President; the threshold for triggering anticipatory self-defense is ad hoc. As to the second issue, under the law of war, a soldier who kills an enemy has immunity for these precapture or warlike acts.45 This “combatant immunity” attaches only when the law of war has been triggered. Does combatant immunity attach when the stated legal authority is self-defense? There is no clear answer.

The administration is blurring the contours of the right of the state to act in Yemen under self-defense and the law of war protections afforded its soldiers when so acting. Therefore, what protections do U.S. Airmen enjoy when operating the drone that killed an individual in Yemen, Somalia, or Libya?

If they are indicted by a Spanish court for murder, what is the defense? Under the law of war, it is combatant immunity. But if the law of war is not triggered because the killing occurred outside the zone of armed conflict, the policy could expose Airmen to prosecution for murder. In order to alleviate both of these quandaries, Congress must step in with legislative guidance. Congress has the constitutional obligation to fund and oversee military operations.46 The goal of congressional action must not be to thwart the President from protecting the United States from the dangers of a very hostile world. As the debates of the Church Committee demonstrated, however, the President’s unfettered authority in the realm of national security is a cause for concern. Clarification is required because the AUMF gave the President a blank check to use targeted killing under domestic law, but it never set parameters on the President’s authority when international legal norms intersect and potentially conflict with measures stemming from domestic law.

#### That clarity over legal authority is necessary to solve

Laurie Blank, Director, International Humanitarian Law Clinic, Emory Law School, 2012, Targeted Strikes: The Consequences of Blurring the Armed Conflict and Self-Defense Justifications, http://www.wmitchell.edu/lawreview/Volume38/documents/11.BlankFINAL.pdf

As noted in the introduction to this article, maintaining the separation between and independence of jus ad bellum and jus in bello is vital for the effective application of the law and protection of persons in conflict. The discussion that follows will refer to both the LOAC and the law of self-defense extensively in a range of situations in order to analyze and highlight the risks of blurring the lines between the two paradigms. However, it is important to note that the purpose here is not to conflate the two paradigms, but to emphasize the risks inherent in blurring these lines. Preserving the historic separation remains central to the application of both bodies of law, to the maintenance of international security, and to the regulation of the conduct of hostilities.

III. BLURRING THE LINES

The nature of the terrorist threat the United States and other states face does indeed raise the possibility that both the armed conflict and the self-defense paradigms are relevant to the use of targeted strikes overall. The United States has maintained for the past ten years that it is engaged in an armed conflict with al Qaeda66 and, notwithstanding continued resistance to the notion of an armed conflict between a state and a transnational terrorist group in certain quarters, there is general acceptance that the scope of armed conflict can indeed encompass such a state versus non-state conflict. Not all U.S. counterterrorism measures fit within the confines of this armed conflict, however, with the result that many of the U.S. targeted strikes over the past several years may well fit more appropriately within the self-defense paradigm. The existence of both paradigms as relevant to targeted strikes is not inherently problematic. It is the United States’ insistence on using reference to both paradigms as justification for individual attacks and the broader program of targeted strikes that raises significant concerns for the use of international law and the protection of individuals by blurring the lines between the key parameters of the two paradigms.

A. Location of Attacks: International Law and the Scope of the Battlefield

The distinct differences between the targeting regimes in armed conflict and in self-defense and who can be targeted in which circumstances makes understanding the differentiation between the two paradigms essential to lawful conduct in both situations. The United States has launched targeted strikes in Afghanistan, Pakistan, Yemen, Somalia, and Syria during the past several years. The broad geographic range of the strike locations has produced significant questions—as yet mostly unanswered— and debate regarding the parameters of the conflict with al Qaeda.67 The U.S. armed conflict with al Qaeda and other terrorist groups has focused on Afghanistan and the border regions of Pakistan, but the United States has launched an extensive campaign of targeted strikes in Yemen and some strikes in Somalia in the past year as well. In the early days of the conflict, the United States seemed to trumpet the notion of a global battlefield, in which the conflict with al Qaeda extended to every corner of the world.68 Others have argued that conflict, even one with a transnational terrorist group, can only take place in limited, defined geographic areas.69 At present, the United States has stepped back from the notion of a global battlefield, although there is little guidance to determine precisely what factors influence the parameters of the zone of combat in the conflict with al Qaeda.70

Traditionally, the law of neutrality provided the guiding framework for the parameters of the battlespace in an international armed conflict. When two or more states are fighting and certain other states remain neutral, the line between the two forms the divider between the application of the laws of war and the law of neutrality.71 The law of neutrality is based on the fundamental principle that neutral territory is inviolable72 and focuses on three main goals: (1) contain the spread of hostilities, particularly by keeping down the number of participants; (2) define the legal rights of parties and nonparties to the conflict; and (3) limit the impact of war on nonparticipants, especially with regard to commerce.73 In this way, neutrality law leads to a geographic-based framework in which belligerents can fight on belligerent territory or the commons, but must refrain from any operations on neutral territory. In essence, the battlespace in a traditional armed conflict between two or more states is anywhere outside the sovereign territory of any of the neutral states.74 The language of the Geneva Conventions tracks this concept fairly closely. Common Article 2, which sets forth the definition of international armed conflict, states that such conflict occurs in “all cases of declared war or . . . any other armed conflict which may arise between two or more of the High Contracting Parties.”75 In Common Article 3, noninternational armed conflicts include conflicts between a state and non-state armed groups that are “occurring in the territory of one of the High Contracting Parties.”76 Both of these formulations tie the location of the armed conflict directly to the territory of one or more belligerent parties.

The neutrality framework as a geographic parameter is left wanting in today’s conflicts with terrorist groups, however. First, as a formal matter, the law of neutrality technically only applies in cases of international armed conflict.77 Even analogizing to the situations we face today is highly problematic, however, because today’s conflicts not only pit states against non-state actors, but because those actors and groups often do not have any territorial nexus beyond wherever they can find safe haven from government intrusion. As state and non-state actors have often shifted unpredictably and irregularly between acts characteristic of wartime and those characteristic of not-wartime[, t]he unpredictable and irregular nature of these shifts makes it difficult to know whether at any given moment one should understand them as armies and their enemies or as police forces and their criminal adversaries.78

Simply locating terrorist groups and operatives does not therefore identify the parameters of the battlefield—the fact that the United States and other states use a combination of military operations and law enforcement measures to combat terrorism blurs the lines one might look for in defining the battlefield. In many situations, “the fight against transnational jihadi groups . . . largely takes place away from any recognizable battlefield.”79

Second, a look at U.S. jurisprudence in the past and today demonstrates a clear break between the framework applied in past wars and the views courts are taking today. U.S. courts during World War I viewed “the port of New York [as] within the field of active [military] operations.”80 Similarly, a 1942 decision upholding the lawfulness of an order evacuating JapaneseAmericans to a military area stated plainly that the field of military operation is not confined to the scene of actual physical combat. Our cities and transportation systems, our coastline, our harbors, and even our agricultural areas are all vitally important in the all-out war effort in which our country must engage if our form of government is to survive.81

In each of those cases, the United States was a belligerent in an international armed conflict; the law of neutrality mandated that U.S. territory was belligerent territory and therefore part of the battlefield or combat zone. The courts take a decidedly different view in today’s conflicts, however, consistently referring to the United States as “outside a zone of combat,”82 “distant from a zone of combat,”83 or not within any “active [or formal] theater of war,”84 even while recognizing the novel geographic nature of the conflict. Even more recently, in Al Maqaleh v. Gates, both the District Court and the Court of Appeals distinguished between Afghanistan, “a theater of active military combat,”85 and other areas (including the United States), which are described as “far removed from any battlefield.”86 In a traditional belligerency-neutrality framework, one would expect to see U.S. territory viewed as part of the battlefield; the fact that courts consistently trend the other way highlights both the difference in approach and the uncertainty involved in defining today’s conflicts.

The current U.S. approach of using both the armed conflict paradigm and the self-defense paradigm as justifications for targeted strikes without further clarification serves to exacerbate the legal challenges posed by the geography of the conflict, at both a theoretical and a practical level. First, at the most fundamental level, uncertainty regarding the parameters of the battlefield has significant consequences for the safety and security of individuals. During armed conflict, the LOAC authorizes the use of force as a first resort against those identified as the enemy, whether insurgents, terrorists or the armed forces of another state. In contrast, human rights law, which would be the dominant legal framework in areas where there is no armed conflict, authorizes the use of force only as a last resort.87 Apart from questions regarding the application of human rights law during times of war, which are outside the scope of this article, the distinction between the two regimes is nonetheless starkest in this regard. The former permits targeting of individuals based on their status as members of a hostile force; the latter—human rights law—permits lethal force against individuals only on the basis of their conduct posing a direct threat at that time. The LOAC also accepts the incidental loss of civilian lives as collateral damage, within the bounds of the principle of proportionality;88 human rights law contemplates no such casualties. These contrasts can literally mean the difference between life and death in many situations. Indeed, “If it is often permissible to deliberately kill large numbers of humans in times of armed conflict, even though such an act would be considered mass murder in times of peace, then it is essential that politicians and courts be able to distinguish readily between conflict and nonconflict, between war and peace.”89 However, the overreliance on flexibility at present means that U.S. officials do not distinguish between conflict and non-conflict areas but rather simply use the broad sweep of armed conflict and/or self-defense to cover all areas without further delineation.

Second, on a broader level of legal application and interpretation, the development of the law itself is affected by the failure to delineate between relevant legal paradigms. “Emerging technologies of potentially great geographic reach raise the issue of what regime of law regulates these activities as they spread,”90 and emphasize the need to foster, rather than hinder, development of the law in these areas. Many argue that the ability to use armed drones across state borders without risk to personnel who could be shot down or captured across those borders has an expansive effect on the location of conflict and hostilities. In effect, they suggest that it is somehow “easier” to send unmanned aircraft across sovereign borders because there is no risk of a pilot being shot down and captured, making the escalation and spillover of conflict more likely.91 Understanding the parameters of a conflict with terrorist groups is important, for a variety of reasons, none perhaps more important than the life-and-death issues detailed above. By the same measure, understanding the authorities for and limits on a state’s use of force in self-defense is essential to maintaining orderly relations between states and to the ability of states to defend against attacks, from whatever quarter. The extensive debates in the academic and policy worlds highlight the fundamental nature of both inquiries. However, the repeated assurances from the U.S. government that targeted strikes are lawful in the course of armed conflict or in exercise of the legitimate right of self-defense—without further elaboration and specificity—allows for a significantly less nuanced approach. As long as a strike seems to fit into the overarching framework of helping to defend the United States against terrorism, there no longer would be a need to carefully delineate the parameters of armed conflict and self-defense, where the outer boundaries of each lie and how they differ from each other. From a purely theoretical standpoint, this limits the development and implementation of the law. Even from a more practical policy standpoint, the United States may well find that the blurred lines prove detrimental in the future when it seeks sharper delineations for other purposes.

#### Executive “clarification” is insufficient

Laurie Blank, Emory International Humanitarian Law Clinic Director, Professor, 10/10/13, “Raid Watching” and Trying to Discern Law from Policy, today.law.utah.edu/projects/raid-watching-and-trying-to-discern-law-from-policy/

Trying to identify and understand the legal framework the United States believes is applicable to counterterrorism operations abroad sometimes seems quite similar to “Fed watching,” the predictive game of trying to figure out what the Federal Reserve is likely to do based on the hidden meaning behind even the shortest or most cryptic of comments from the Chairman of the Federal Reserve. With whom exactly does the United States consider itself to be in an armed conflict? Al Qaeda, certainly, but what groups fall within that umbrella and what are associated forces? And to where does the United States believe its authority derived from this conflict reaches?

On Saturday, U.S. Special Forces came ashore in Somalia and engaged in a firefight with militants at the home of a senior leader of al Shabaab; it is unknown whether the target of the raid was killed. I must admit, my initial reaction was to wonder whether official information about the raid would give us any hints — who was the target and why was he the target? What were the rules of engagement (ROE) for the raid (in broad strokes, because anything specific is classified, of course)? And can we make any conclusions about whether the United States considers that its armed conflict with al Qaeda extends to Somalia or whether it believes that al Shabaab is a party to that armed conflict or another independent armed conflict?

The reality, however, is that this latest counterterrorism operation highlights once again the conflation of law and policy that exemplifies the entire discourse about the United States conflict with al Qaeda and other U.S. counterterrorism operations as well. And that using policy to discern law is a highly risky venture.

The remarkable series of public speeches by top Obama Administration legal advisors and national security advisors, the Department of Justice White Paper, and the May 2013 White House fact sheet on U.S. Policy Standards and Procedures for the Use of Force in Counterterrorism Operations Outside the United States and Areas of Active Hostilities all appear to offer extensive explanations of the international legal principles governing the use of drone strikes against al-Qaeda operatives in various locations around the globe, as well as related counterterrorism measures. In actuality, they offer an excellent example of the conflation of law and policy and the consequences of that conflation.

Policy and strategic considerations are without a doubt an essential component of understanding contemporary military operations and the application of international law. However, it is equally important to distinguish between law and policy, and to recognize when one is driving analysis versus the other.

The law regarding the use of force against an individual or group outside the borders of the state relies on one of two legal frameworks: the law of armed conflict (LOAC) and the international law of self-defense (jus ad bellum). During armed conflict, LOAC applies and lethal force can be used as a first resort against legitimate targets, a category that includes all members of the enemy forces (the regular military of a state or members of an organized armed group) and civilians who are directly participating in hostilities. Outside of armed conflict, lethal force can be used in self-defense against an individual or group who has engaged in an armed attack – or poses an imminent threat of such an attack, where the use of force is necessary and proportionate to repel or deter the attack or threat.

The United States has consistently blurred these two legal justifications for the use of force, regularly stating that it has the authority to use force either as part of an ongoing armed conflict or under self-defense, without differentiating between the two or delineating when one or the other justification applies. From the perspective of the policymaker, the use of both justifications without further distinction surely offers greater flexibility and potential for action in a range of circumstances. From the perspective of careful legal analysis, however, it can prove problematic.

In effect, it is U.S. policy to eliminate “bad guys” — whether by use of lethal force or detention — who are attacking or posing a threat to the United States or U.S. interests. Some of these “bad guys” are part of a group with whom we are in an armed conflict (such as al Qaeda); some pose an imminent threat irrespective of the armed conflict; some are part of a group that shares an ideology with al Qaeda or is linked in some more comprehensive way. Drone strikes, Special Forces raids, capture — each situation involves its own tactical plans and twists.

But do any of these specific tactical choices tell us anything in particular about whether LOAC applies to a specific operation? Whether the United States believes it applies? Unfortunately, not really. Take Saturday’s raid in Somalia, for example. Some would take the use of lethal force by the United States against a member of al Shabaab in Somalia to suggest that the United States views al Shabaab as part of the conflict with al Qaeda, or that the United States views the geographical arena of the conflict as extending at least into Somalia. Others analyze it through the lens of self-defense, because news reports suggest that U.S. forces sought to capture the militant leader and used deadly force in the process of trying to effectuate that capture.

Ultimately, however, the only certain information is that the United States viewed this senior leader of al Shabaab as a threat – but whether that threat is due to participation in an armed conflict or due to ongoing or imminent attacks on the United States is not possible to discern. Why? Because more than law guides the planning and execution of the mission. Rules of engagement (ROE) are based on law, strategy and policy: the law forms the outer parameters for any action; ROE operate within that framework to set the rules for the use of force in the circumstances of the particular military mission at hand, the operational imperatives and national command policy.

The fact that the operation may have had capture as its goal, if feasible, does not mean that it could only have occurred outside the framework of LOAC. Although LOAC does not include an obligation to capture rather than kill an enemy operative — it is the law enforcement paradigm applicable outside of armed conflict that mandates that the use of force must be a last resort — ROE during an armed conflict may require attempt to capture for any number of reasons, including the desire to interrogate the target of the raid for intelligence information. Likewise, the use of military personnel and the fact that the raid resulted in a lengthy firefight does not automatically mean that armed conflict is the applicable framework — law enforcement in the self-defense context does narrowly prescribe the use of lethal force, but that use of force may nonetheless be robust when necessary.

“Raid-watching” — trying to predict the applicable legal framework from reports of United States strikes and raids on targets abroad — highlights the challenges of the conflation of law and policy and the concomitant risks of trying to sift the law out from the policy conversation. First, determining the applicable legal framework when two alternate, and even opposing, frameworks are presented as the governing paradigm at all times is extraordinarily complicated. This means that assessing the legality of any particular action or operation can be difficult at best and likely infeasible, hampering efforts to ensure compliance with the rule of law. Second, conflating law and policy risks either diluting or unnecessarily constraining the legal regimes. The former undermines the law’s ability to protect persons in the course of military operations; the latter places undue limits on the lawful strategic options for defending U.S. interests and degrading or eliminating enemy threats. Policy can and should be debated and law must be interpreted and applied, but substituting policy for legal analysis ultimately substitutes policy’s flexibility for the law’s normative foundations.

# 2AC

## 2AC T–Prohibit

 “Restrictions” are on time, place, and purpose – this includes the plan

Lobel, professor of law at the University of Pittsburgh, 2008

(Jules, “Conflicts Between the Commander in Chief and Congress: Concurrent Power over the Conduct of War,” Ohio State Law Journal, http://moritzlaw.osu.edu/students/groups/oslj/files/2012/04/69.3.lobel\_.pdf)

Throughout Amebrican history, Congress has placed restrictions on the President’s power as Commander in Chief to conduct warfare. On numerous occasions, **Congress has authorized the President to conduct warfare but placed significant restrictions on the time**, **place and manner of warfare**. Congress has regulated the tactics the President could employ, the armed forces he could deploy, the geographical area in which those forces could be utilized, and the time period and **specific purposes** for which the President was authorized to use force. Its regulations have both swept broadly and set forth detailed instructions and procedures for the President to follow. This historical practice is consistent with the Constitution’s text and Framers’ intent, which made clear that the President was not to have the broad powers of the British King, but was subject to the control and oversight of Congress in the conduct of warfare.

Their restrict evidence begs the question of what we have to restrict--Authority is a question of jurisdiction

Random House Dictionary, 2013, http://dictionary.reference.com/browse/authority

au·thor·i·ty [uh-thawr-i-tee, uh-thor-] Show IPA noun, plural au·thor·i·ties. 1. the power to determine, adjudicate, or otherwise settle issues or disputes; jurisdiction; the right to control, command, or determine. 2. a power or right delegated or given; authorization: Who has the authority to grant permission?

War powers authority refers to the President’s authority to execute warfighting operations—that includes self-defense justifications

Manget, law professor at Florida State and formerly in the Office of the General Counsel at the CIA, No Date

(Fred, “Presidential War Powers,” http://media.nara.gov/dc-metro/rg-263/6922330/Box-10-114-7/263-a1-27-box-10-114-7.pdf)

**The President has constitutional authority to order defensive military action in response to aggression without congressional approval**. This theory of **self-defense has justified many military actions**, from the Barbary Coast to the Mexican-American War to the Tonkin Gul£. 29 The Supreme Court has agreed. In The Prize Cases, it found that President Lincoln had the right to blockade southern states without a congressional declaration of war: "If a war be made by invasion of a foreign nation, the President is not only authorized but bound to resist force by force. He does not initiate the war, but is bound to accept the challenge without waiting for any special legislative authority. " 30 In a case arising out of the Vietnam war, the defendant claimed that draft law was unconstitutionally applied to him because Congress had not declared war. The court rejected that claim, stating that on the basis of the Commander in Chief power, "Unquestionably the President can start the gun at home or abroad to meet force with force. " 3 1 **When the President acts in defense of the nation**, **he acts under war powers authority**.

3. Protection of Life and Property

The President also has the power to order military intervention in foreign countries to protect American citizens and property without prior congressional approval.32 This theory has been cited to justify about 200 instances of use of force abroad in the last 200 years.33 The theory was given legal sanction in a case arising from the bombardrment of a Nicaraguan court by order of the President in 1854, in retaliation for an attack on an American consul. The court stated that it is the President to whom ".. . citizens abroad must look for protection of person and property. . . . The great object and duty of Government is the protection of the lives, liberty, and property of the people composing it, whether abroad or at home.'3~Other cases have been in accord.35 The President may use force or any other means to protect American citizens in foreign countries under his war powers authority. This extends even to a retaliatory military strike against a country supporting terrorist acts against Americans, which occurred in April1986 when US Navy and Air Force aircraft bombed the modern Barbary Coast nation of Libya.

4. Collective Security

The President may also authorize military operations without prior congressional approval pursuant to collective security agreements such as NA TO or OAS treaties. Unilaterial presidential action under these agreements may be justified as necessary for the protection of national security even though hostilities occur overseas and involve allies.36

5. National Defense Power

The President's war powers authority is actually a national defense power that exists at all times, whether or not there is a war declared by Congress, an armed conflict, or any other hostilities or fighting. In a recent case the Supreme Court upheld the revocation of the passport of a former CIA employee (Agee) and rejected his contention that certain statements of Executive Branch policy were entitled to diminished weight because they concerned the powers of the Executive in wartime. The Court stated: "History eloquently attests that grave problems of national security and foreign policy are by no means limited to times of formally declared war. "3; Another court has said that the war power is not confined to actual engagements on fields of battle only but embraces every aspect of national defense and comprehends everything reQuired to wage war successfully.3H A third court stated: "It is-and must be-true that the Executive should be accorded wide and normally unassailable discretion with respect to the conduct of the national defense and the prosecution of national objectives through military means."39

Thus, the Executive Branch 's constitutional war powers authority does not spring into existence when Congress declares war, nor is it dependent on there being hostilities. It empowers the President to prepare for war as well as wage it, in the broadest sense. It operates at all times.

6. Role of the Military

The fundamental function of the armed forces is to fight or to be ready to fight wars. 40 The Supreme Court has recognized the existence of limited, partial, and undeclared wars:41 Thus, there is a judicially recognized and legitimate activity of the armed services in times of no armed conflict that stems directly from **the war powers authority of the President**. That activity is the preparation for the successful waging of war, which may come in any form or level of conflict. **Any actions of the Executive Branch that** are part of the fundamental functions of the armed services in **ready**ing **for any type of hostility are based on** constitutional **war powers authority of the President**.

## k 2AC

2) The ballot should simulate the effects of the 1AC - they should only defend the squo

**Donohue 13** Laura K. Donohue, Associate Professor of Law, Georgetown Law, 4/11**/**13**,** National Security Law Pedagogy and the Role of Simulations, http://jnslp.com/wp-content/uploads/2013/04/National-Security-Law-Pedagogy-and-the-Role-of-Simulations.pdf

The concept of simulations as an aspect of higher education, or in the law school environment, is not new.164 Moot court, after all, is a form of simulation and one of the oldest teaching devices in the law. What is new, however, is the idea of designing a civilian national security course that takes advantage of the doctrinal and experiential components of law school education and integrates the experience through a multi-day simulation. In 2009, I taught the first module based on this design at Stanford Law, which I developed the following year into a full course at Georgetown Law. It has since gone through multiple iterations.

The initial concept followed on the federal full-scale Top Official (“TopOff”) exercises, used to train government officials to respond to domestic crises.165 It adapted a Tabletop Exercise, designed with the help of exercise officials at DHS and FEMA, to the law school environment. The Tabletop used one storyline to push on specific legal questions, as students, assigned roles in the discussion, sat around a table and for six hours engaged with the material.

The problem with the Tabletop Exercise was that it was too static, and the rigidity of the format left little room, or time, for student agency. Unlike the government’s TopOff exercises, which gave officials the opportunity to fully engage with the many different concerns that arise in the course of a national security crisis as well as the chance to deal with externalities, the Tabletop focused on specific legal issues, even as it controlled for external chaos.

The opportunity to provide a more full experience for the students came with the creation of first a one-day, and then a multi-day simulation. The course design and simulation continues to evolve. It offers a model for achieving the pedagogical goals outlined above, in the process developing a rigorous training ground for the next generation of national security lawyers.166

A. Course Design

The central idea in structuring the NSL Sim 2.0 course **was to bridge the gap between theory and practice by conveying** doctrinal **material and** creating an alternative reality in which students would be forced to act upon legal concerns.167 The exercise itself is a form of problem-based learning, wherein students are given both agency and responsibility for the results. Towards this end, the structure must be at once bounded (directed and focused on certain areas of the law and legal education) and flexible (responsive to student input and decisionmaking).

Perhaps the most significant weakness in the use of any constructed universe is the problem of authenticity. Efforts to replicate reality will inevitably fall short. There is simply too much uncertainty, randomness, and complexity in the real world. One way to address this shortcoming, however, is through design and agency. The scenarios with which students grapple and the structural design of the simulation must reflect the national security realm, even as students themselves must make choices that carry consequences. Indeed, to some extent, student decisions themselves must drive the evolution of events within the simulation.168

Additionally, **while authenticity matters, it is worth noting that at some level the fact that the incident does not take place in a real-world setting can be a great advantage**. That is, the simulation creates an environment where students can make mistakes and learn from these mistakes – without what might otherwise be devastating consequences. It also allows instructors to develop multiple points of feedback to enrich student learning in a way that would be much more difficult to do in a regular practice setting.

NSL Sim 2.0 takes as its starting point the national security pedagogical goals discussed above. It works backwards to then engineer a classroom, cyber, and physical/simulation experience to delve into each of these areas. As a substantive matter, the course focuses on the constitutional, statutory, and regulatory authorities in national security law, placing particular focus on the interstices between black letter law and areas where the field is either unsettled or in flux.

A key aspect of the course design is that it retains both the doctrinal and experiential components of legal education. Divorcing simulations from the doctrinal environment risks falling short on the first and third national security pedagogical goals: (1) analytical skills and substantive knowledge, and (3) critical thought. A certain amount of both can be learned in the course of a simulation; however, the national security crisis environment is not well-suited to the more thoughtful and careful analytical discussion. What I am thus proposing is a course design in which doctrine is paired with the type of experiential learning more common in a clinical realm. The former precedes the latter, giving students the opportunity to develop depth and breadth prior to the exercise.

In order to capture problems related to adaptation and evolution, addressing goal [1(d)], the simulation itself takes place over a multi-day period. Because of the intensity involved in national security matters (and conflicting demands on student time), the model makes use of a multi-user virtual environment. The use of such technology is critical to creating more powerful, immersive simulations.169 It also allows for continual interaction between the players. Multi-user virtual environments have the further advantage of helping to transform the traditional teaching culture, predominantly concerned with manipulating textual and symbolic knowledge, into a culture where students learn and can then be assessed on the basis of their participation in changing practices.170 I thus worked with the Information Technology group at Georgetown Law to build the cyber portal used for NSL Sim 2.0.

The twin goals of adaptation and evolution require that students be given a significant amount of agency and responsibility for decisions taken in the course of the simulation. To further this aim, I constituted a Control Team, with six professors, four attorneys from practice, a media expert, six to eight former simulation students, and a number of technology experts. Four of the professors specialize in different areas of national security law and assume roles in the course of the exercise, with the aim of pushing students towards a deeper doctrinal understanding of shifting national security law authorities. One professor plays the role of President of the United States. The sixth professor focuses on questions of professional responsibility. The attorneys from practice help to build the simulation and then, along with all the professors, assume active roles during the simulation itself. Returning students assist in the execution of the play, further developing their understanding of national security law.

Throughout the simulation, the Control Team is constantly reacting to student choices. When unexpected decisions are made, professors may choose to pursue the evolution of the story to accomplish the pedagogical aims, or they may choose to cut off play in that area (there are various devices for doing so, such as denying requests, sending materials to labs to be analyzed, drawing the players back into the main storylines, and leaking information to the media).

A total immersion simulation involves a number of scenarios, as well as systemic noise, to give students experience in dealing with the second pedagogical goal: factual chaos and information overload. The driving aim here is to teach students how to manage information more effectively. Five to six storylines are thus developed, each with its own arc and evolution. To this are added multiple alterations of the situation, relating to background noise. Thus, unlike hypotheticals, doctrinal problems, single-experience exercises, or even Tabletop exercises, the goal is not to eliminate external conditions, but to embrace them as part of the challenge facing national security lawyers.

The simulation itself is problem-based, giving players agency in driving the evolution of the experience – thus addressing goal [2(c)]. This requires a realtime response from the professor(s) overseeing the simulation, pairing bounded storylines with flexibility to emphasize different areas of the law and the students’ practical skills. Indeed, each storyline is based on a problem facing the government, to which players must then respond, generating in turn a set of new issues that must be addressed.

The written and oral components of the simulation conform to the fourth pedagogical goal – the types of situations in which national security lawyers will find themselves. Particular emphasis is placed on nontraditional modes of communication, such as legal documents in advance of the crisis itself, meetings in the midst of breaking national security concerns, multiple informal interactions, media exchanges, telephone calls, Congressional testimony, and formal briefings to senior level officials in the course of the simulation as well as during the last class session. These oral components are paired with the preparation of formal legal instruments, such as applications to the Foreign Intelligence Surveillance Court, legal memos, applications for search warrants under Title III, and administrative subpoenas for NSLs. In addition, students are required to prepare a paper outlining their legal authorities prior to the simulation – and to deliver a 90 second oral briefing after the session.

To replicate the high-stakes political environment at issue in goals (1) and (5), students are divided into political and legal roles and assigned to different (and competing) institutions: the White House, DoD, DHS, HHS, DOJ, DOS, Congress, state offices, nongovernmental organizations, and the media. This requires students to acknowledge and work within the broader Washington context, even as they are cognizant of the policy implications of their decisions. They must get used to working with policymakers and to representing one of many different considerations that decisionmakers take into account in the national security domain.

Scenarios are selected with high consequence events in mind, to ensure that students recognize both the domestic and international dimensions of national security law. Further alterations to the simulation provide for the broader political context – for instance, whether it is an election year, which parties control different branches, and state and local issues in related but distinct areas. The media is given a particularly prominent role. One member of the Control Team runs an AP wire service, while two student players represent print and broadcast media, respectively. The Virtual News Network (“VNN”), which performs in the second capacity, runs continuously during the exercise, in the course of which players may at times be required to appear before the camera. This media component helps to emphasize the broader political context within which national security law is practiced.

Both anticipated and unanticipated decisions give rise to ethical questions and matters related to the fifth goal: professional responsibility. The way in which such issues arise stems from simulation design as well as spontaneous interjections from both the Control Team and the participants in the simulation itself. As aforementioned, professors on the Control Team, and practicing attorneys who have previously gone through a simulation, focus on raising decision points that encourage students to consider ethical and professional considerations. Throughout the simulation good judgment and leadership play a key role, determining the players’ effectiveness, with the exercise itself hitting the aim of the integration of the various pedagogical goals.

Finally, there are multiple layers of feedback that players receive prior to, during, and following the simulation to help them to gauge their effectiveness. The Socratic method in the course of doctrinal studies provides immediate assessment of the students’ grasp of the law. Written assignments focused on the contours of individual players’ authorities give professors an opportunity to assess students’ level of understanding prior to the simulation. And the simulation itself provides real-time feedback from both peers and professors. The Control Team provides data points for player reflection – for instance, the Control Team member playing President may make decisions based on player input, giving students an immediate impression of their level of persuasiveness, while another Control Team member may reject a FISC application as insufficient.

The simulation goes beyond this, however, focusing on teaching students how to develop (6) opportunities for learning in the future. Student meetings with mentors in the field, which take place before the simulation, allow students to work out the institutional and political relationships and the manner in which law operates in practice, even as they learn how to develop mentoring relationships. (Prior to these meetings we have a class discussion about mentoring, professionalism, and feedback). Students, assigned to simulation teams about one quarter of the way through the course, receive peer feedback in the lead-up to the simulation and during the exercise itself. Following the simulation the Control Team and observers provide comments. Judges, who are senior members of the bar in the field of national security law, observe player interactions and provide additional debriefing. The simulation, moreover, is recorded through both the cyber portal and through VNN, allowing students to go back to assess their performance. Individual meetings with the professors teaching the course similarly follow the event. Finally, students end the course with a paper reflecting on their performance and the issues that arose in the course of the simulation, develop frameworks for analyzing uncertainty, tension with colleagues, mistakes, and successes in the future.

B. Substantive Areas: Interstices and Threats

As a substantive matter, NSL Sim 2.0 is designed to take account of areas of the law central to national security. It focuses on specific authorities that may be brought to bear in the course of a crisis. The decision of which areas to explore is made well in advance of the course. It is particularly helpful here to think about national security authorities on a continuum, as a way to impress upon students that there are shifting standards depending upon the type of threat faced. One course, for instance, might center on the interstices between crime, drugs, terrorism and war. Another might address the intersection of pandemic disease and biological weapons. A third could examine cybercrime and cyberterrorism. **This is the most important determination, because the substance of the** doctrinal portion of the course and the **simulation follows from this decision**. For a course focused on the interstices between pandemic disease and biological weapons, for instance, preliminary inquiry would lay out which authorities apply, where the courts have weighed in on the question, and what matters are unsettled. Relevant areas might include public health law, biological weapons provisions, federal quarantine and isolation authorities, habeas corpus and due process, military enforcement and posse comitatus, eminent domain and appropriation of land/property, takings, contact tracing, thermal imaging and surveillance, electronic tagging, vaccination, and intelligence-gathering. The critical areas can then be divided according to the dominant constitutional authority, statutory authorities, regulations, key cases, general rules, and constitutional questions. **This**, then, **becomes a guide for the** doctrinal part of the **course, as well as the grounds on which the specific scenarios developed for the simulation** are based. The authorities, simultaneously, are included in an electronic resource library and embedded in the cyber portal (the Digital Archives) to act as a closed universe of the legal authorities needed by the students in the course of the simulation. Professional responsibility in the national security realm and the institutional relationships of those tasked with responding to biological weapons and pandemic disease also come within the doctrinal part of the course.

The simulation itself is based on five to six storylines reflecting the interstices between different areas of the law. The storylines are used to present a coherent, non-linear scenario that can adapt to student responses. Each scenario is mapped out in a three to seven page document, which is then checked with scientists, government officials, and area experts for consistency with how the scenario would likely unfold in real life.

For the biological weapons and pandemic disease emphasis, for example, one narrative might relate to the presentation of a patient suspected of carrying yersinia pestis at a hospital in the United States. The document would map out a daily progression of the disease consistent with epidemiological patterns and the central actors in the story: perhaps a U.S. citizen, potential connections to an international terrorist organization, intelligence on the individual’s actions overseas, etc. The scenario would be designed specifically to stress the intersection of public health and counterterrorism/biological weapons threats, and the associated (shifting) authorities, thus requiring the disease initially to look like an innocent presentation (for example, by someone who has traveled from overseas), but then for the storyline to move into the second realm (awareness that this was in fact a concerted attack). A second storyline might relate to a different disease outbreak in another part of the country, with the aim of introducing the Stafford Act/Insurrection Act line and raising federalism concerns. The role of the military here and Title 10/Title 32 questions would similarly arise – with the storyline designed to raise these questions. A third storyline might simply be well developed noise in the system: reports of suspicious activity potentially linked to radioactive material, with the actors linked to nuclear material. A fourth storyline would focus perhaps on container security concerns overseas, progressing through newspaper reports, about containers showing up in local police precincts. State politics would constitute the fifth storyline, raising question of the political pressures on the state officials in the exercise. Here, ethnic concerns, student issues, economic conditions, and community policing concerns might become the focus. The sixth storyline could be further noise in the system – loosely based on current events at the time. In addition to the storylines, a certain amount of noise is injected into the system through press releases, weather updates, private communications, and the like.

The five to six storylines, prepared by the Control Team in consultation with experts, become the basis for the preparation of scenario “injects:” i.e., newspaper articles, VNN broadcasts, reports from NGOs, private communications between officials, classified information, government leaks, etc., which, when put together, constitute a linear progression. These are all written and/or filmed prior to the exercise. The progression is then mapped in an hourly chart for the unfolding events over a multi-day period. All six scenarios are placed on the same chart, in six columns, giving the Control Team a birds-eye view of the progression.

C. How It Works

As for the nuts and bolts of the simulation itself, it traditionally begins outside of class, in the evening, on the grounds that national security crises often occur at inconvenient times and may well involve limited sleep and competing demands.171 Typically, a phone call from a Control Team member posing in a role integral to one of the main storylines, initiates play.

Students at this point have been assigned dedicated simulation email addresses and provided access to the cyber portal. The portal itself gives each team the opportunity to converse in a “classified” domain with other team members, as well as access to a public AP wire and broadcast channel, carrying the latest news and on which press releases or (for the media roles) news stories can be posted. The complete universe of legal authorities required for the simulation is located on the cyber portal in the Digital Archives, as are forms required for some of the legal instruments (saving students the time of developing these from scratch in the course of play). Additional “classified” material – both general and SCI – has been provided to the relevant student teams. The Control Team has access to the complete site.

For the next two (or three) days, outside of student initiatives (which, at their prompting, may include face-to-face meetings between the players), the entire simulation takes place through the cyber portal. The Control Team, immediately active, begins responding to player decisions as they become public (and occasionally, through monitoring the “classified” communications, before they are released). This time period provides a ramp-up to the third (or fourth) day of play, allowing for the adjustment of any substantive, student, or technology concerns, while setting the stage for the breaking crisis.

The third (or fourth) day of play takes place entirely at Georgetown Law. A special room is constructed for meetings between the President and principals, in the form of either the National Security Council or the Homeland Security Council, with breakout rooms assigned to each of the agencies involved in the NSC process. Congress is provided with its own physical space, in which meetings, committee hearings and legislative drafting can take place. State government officials are allotted their own area, separate from the federal domain, with the Media placed between the three major interests. The Control Team is sequestered in a different area, to which students are not admitted. At each of the major areas, the cyber portal is publicly displayed on large flat panel screens, allowing for the streaming of video updates from the media, AP wire injects, articles from the students assigned to represent leading newspapers, and press releases. Students use their own laptop computers for team decisions and communication.

As the storylines unfold, the Control Team takes on a variety of roles, such as that of the President, Vice President, President’s chief of staff, governor of a state, public health officials, and foreign dignitaries. Some of the roles are adopted on the fly, depending upon player responses and queries as the storylines progress. Judges, given full access to each player domain, determine how effectively the students accomplish the national security goals. The judges are themselves well-experienced in the practice of national security law, as well as in legal education. They thus can offer a unique perspective on the scenarios confronted by the students, the manner in which the simulation unfolded, and how the students performed in their various capacities.

At the end of the day, the exercise terminates and an immediate hotwash is held, in which players are first debriefed on what occurred during the simulation. Because of the players’ divergent experiences and the different roles assigned to them, the students at this point are often unaware of the complete picture. The judges and formal observers then offer reflections on the simulation and determine which teams performed most effectively.

Over the next few classes, more details about the simulation emerge, as students discuss it in more depth and consider limitations created by their knowledge or institutional position, questions that arose in regard to their grasp of the law, the types of decision-making processes that occurred, and the effectiveness of their – and other students’ – performances. Reflection papers, paired with oral briefings, focus on the substantive issues raised by the simulation and introduce the opportunity for students to reflect on how to create opportunities for learning in the future. The course then formally ends.172

Learning, however, continues beyond the temporal confines of the semester. Students who perform well and who would like to continue to participate in the simulations are invited back as members of the control team, giving them a chance to deepen their understanding of national security law. Following graduation, a few students who go in to the field are then invited to continue their affiliation as National Security Law fellows, becoming increasingly involved in the evolution of the exercise itself. This system of vertical integration helps to build a mentoring environment for the students while they are enrolled in law school and to create opportunities for learning and mentorship post-graduation. It helps to keep the exercise current and reflective of emerging national security concerns. And it builds a strong community of individuals with common interests.

CONCLUSION

The legal academy has, of late, been swept up in concern about the economic conditions that affect the placement of law school graduates. The image being conveyed, however, does not resonate in every legal field. It is particularly inapposite to the burgeoning opportunities presented to students in national security. That the conversation about legal education is taking place now should come as little surprise. Quite apart from economic concern is the traditional introspection that follows American military engagement. It makes sense: law overlaps substantially with political power, being at once both the expression of government authority and the effort to limit the same.

**The one-size fits all approach** currently **dominating the conversation in legal education, however, appears ill-suited to address the concerns raised** in the current conversation. **Instead of looking at law across the board, greater insight can be gleaned by looking at** the specific demands of the different fields themselves. This does not mean that the goals identified will be exclusive to, for instance, national security law, but it does suggest there will be greater nuance in the discussion of the adequacy of the current pedagogical approach.

With this approach in mind, I have here suggested six pedagogical goals for national security. For following graduation, students must be able to perform in each of the areas identified – (1) understanding the law as applied, (2) dealing with factual chaos and uncertainty, (3) obtaining critical distance, (4) developing nontraditional written and oral communication skills, (5) exhibiting leadership, integrity, and good judgment in a high-stakes, highly-charged environment, and (6) creating continued opportunities for self-learning. They also must learn how to integrate these different skills into one experience, to ensure that they will be most effective when they enter the field.

The problem with the current structures in legal education is that they fall short, in important ways, from helping students to meet these goals. Doctrinal courses may incorporate a range of experiential learning components, such as hypotheticals, doctrinal problems, single exercises, extended or continuing exercises, and tabletop exercises. These are important classroom devices. The amount of time required for each varies, as does the object of the exercise itself. But where they fall short is in providing a more holistic approach to national security law which will allow for the maximum conveyance of required skills. Total immersion **simulations**, which have not yet been addressed in the secondary literature for civilian education in national security law, may **provide an important way forward**. Such **simulations** also **cure shortcomings in other areas of experiential education**, such as clinics and moot court.

It is in an effort to address these concerns that I developed **the simulation model** above. NSL Sim 2.0 certainly is not the only solution, but it **does provide a** starting point for moving forward. The approach draws on the strengths of doctrinal courses and embeds a total immersion simulation within a course. **It makes use of technology and physical space to engage students in a multi-day exercise, in which** they are given agency and responsibility for their decision making, resulting in a steep learning curve. While further adaptation of this model is undoubtedly necessary, it suggests one potential direction for the years to come.

Acting to help others generates meaning

Todd **May 5**, philo prof at Clemson, “To change the world, to celebrate life”, Philosophy & Social Criticism, vol 31, nos 5–6, 517–531

What are we to make of these references? We can, to be sure, see the hand of Heidegger in them. But we may also, and for present purposes more relevantly, see an intersection with Foucault’s work on freedom. There is an ontology of freedom at work here, one that situates freedom not in the private reserve of an individual but in the unfinished character of any historical situation. There is more to our historical juncture, as there is to a painting, than appears to us on the surface of its visibility. The trick is to recognize this, and to take advantage of it, not only with our thoughts but with our lives. And that is why, in the end, there can be no such thing as a sad revolutionary. To seek to change the world is to offer a new form of life-celebration. It is to articulate a fresh way of being, which is at once a way of seeing, thinking, acting, and being acted upon. It is to fold Being once again upon itself, this time at a new point, to see what that might yield. There is, as Foucault often reminds us, no guarantee that this fold will not itself turn out to contain the intolerable. In a complex world with which we are inescapably entwined, a world we cannot view from above or outside, there is no certainty about the results of our experiments. Our politics are constructed from the same vulnerability that is the stuff of our art and our daily practices. But to refuse to experiment is to resign oneself to the intolerable; it is to abandon both the struggle to change the world and the opportunity to celebrate living within it. And to seek one aspect without the other – life-celebration without world-changing, world-changing without life-celebration – is to refuse to acknowledge the chiasm of body and world that is the wellspring of both. If we are to celebrate our lives, if we are to change our world, then perhaps the best place to begin to think is our bodies, which are the openings to celebration and to change, and perhaps the point at which the war within us that I spoke of earlier can be both waged and resolved. That is the fragile beauty that, in their different ways, both MerleauPonty and Foucault have placed before us. The question before us is whether, in our lives and in our politics, we can be worthy of it.

Global extinction risks require a revision of the politics of compassion – survival is still paramount. New risks dictate embracing our ethic DEPSITE their impacts

Winchester 94

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Nietzsche's Aesthetic Turn

As uninformed as it is to assume that there is an easy connec- tion between his thought and National Socialism, it is neither diffi- cult nor misguided to consider his lack of social concern. Nietzsche saw one danger in our century, but failed to see a second. His critique of herd mentality reads like a prophetic warning against the dictatorships that have plagued and continue to haunt the twentieth cen- tury. But the context of our world has changed in ways that Nietzsche never imagined. We now have, as never before, the ability to destroy-the planet. The threat of the destruction of a society is not new. From the beginnings of Western literature in the Iliad and the Odyssey, the Western mind has contemplated the destruction that, for example, warfare has wrought. Although the Trojan war destroyed almost everyone involved, both the victors and the van- quished, it did not destroy the entire world. In the twentieth century, what has changed is the scale of destruction. If a few countries destroy the ozone layer, the whole world perishes, or if two countries fight a nuclear or biological war, the whole planet is threatened. This is something new in the history of the world/ The intercon- nectedness of the entire world has grown dramatically. We live, as never before, in a global community where our actions effect ever- larger numbers of the world's population. The earth's limits have become more apparent. Our survival depends on working together to solve problems like global pollution. Granted mass movements have instituted reigns of terror, but our survival as a planet is becoming ever-more predicated on community efforts of the sort that Nietzsche's thought seems to denigrate if not preclude. I do not criticize Nietzsche for failing to predict the rise of problems requiring communal efforts such as the disintegration of the ozone layer, acid rain, and the destruction of South American rain forests. Noting his lack of foresight and his occasional extrem- ism, I propose, in a Nietzschean spirit, to reconsider his particular tastes, without abandoning his aesthetic turn. Statements like "com- mon good is a self-contradiction" are extreme, even for Nietzsche. He was not always so radical. Yet there is little room in Nietzsche's egoism for the kind of cooperation and sense of community that is today so important for our survival. I am suggesting that the time for Nietzsche's radical individualism is past. There are compelling prag- matic and aesthetic reasons why we should now be more open to the positive possibilities of living in a community. There is nothing new about society's need to work together. What has changed is the level of interconnectedness that the technological age has pressed upon us.

## 2AC self-restraint

Object fiat is a voter – avoids the core question of pres powers by fiating away obama’s behavior in the squo – justifies the end war cp which means the neg wins every debate – it’s not in the lit which is key

Hansen 12 (Victor, Professor of Law, New England Law, New England Law Review, Vol. 46, pp. 27-36, 2011, “Predator Drone Attacks”, February 22, 2012, <http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2009313>, PDF, ZBurdette)

Any checks on the President’s use of drone attacks must come domestically. In the domestic arena the two options are either the courts or Congress. As discussed above, the courts are institutionally unsuited and incapable of providing appropriate oversight. Congress is the branch with the constitutional authority, historical precedent, and institutional capacity to exercise meaningful and effective oversight of the President’s actions.

CP links to \_\_\_\_\_\_ –

Links to politics – makes Obama a lightning rod

Phillip Cooper 97, Prof of Public Administration @ Portland State, Nov 97, “Power tools for an effective and responsible presidency” Administration and Society, Vol. 29, p. Proquest

Interestingly enough, the effort to avoid opposition from Congress or agencies can have the effect of turning the White House itself into a lightning rod. When an administrative agency takes action under its statutory authority and responsibility, its opponents generally focus their conflicts as limited disputes aimed at the agency involved. Where the White House employs an executive order, for example, to shift critical elements of decision making from the agencies to the executive office of the president, the nature of conflict changes and the focus shifts to 1600 Pennsylvania Avenue or at least to the executive office buildings The saga of the OTRA battle with Congress under regulatory review orders and the murky status of the Quayle Commission working in concert with OIRA provides a dramatic case in point.

Executive clarification fails—not legally binding, no cred, raises expectations

Sarah Knuckey, NYU Law School Project on Extrajudicial Executions Director, Special Advisor to the UN Special Rapporteur on extrajudicial executions, 10/1/13, Transparency on Targeted Killings: Promises Made, but Little Progress, justsecurity.org/2013/10/01/transparency-targeted-killings-promises-made-progress/

Some interpreted these efforts and the President’s speech to mark the beginning of improved transparency. But despite transparency promises and expectations, many of **the same, core concerns regarding undue secrecy remain**. The President’s speech, the Policy Guidance, and Holder’s letter – because of textual ambiguities within each, and combined with events since – have largely failed to address these longstanding concerns, **and in** some **important respects aggravated them.**

Continuing Secrecy on Core Issues

Key areas in which transparency has not yet been forthcoming include:

 Who can be killed, where, and on what basis. Demands for legal and policy information on who and when the US believes it can kill have long been at the center of calls for more transparency. Senior US officials, before 2013, delivered important speeches outlining the government’s views on the applicable legal frameworks for targeting. But the speeches lacked detail, and left crucial legal questions unanswered. Legal concepts key to understanding the scope of US targeting – like “imminence,” “associated forces,” and “directly participating in hostilities” – remain unclear (see this and this). The relevant legal memos have still not been published, even in redacted form. In addition, although President Obama’s speech and the published Policy Guidance set out strict rules for the use of force – stricter, in numerous respects, than the laws of war – they are not legally binding, and we do not know when they began to apply, or when the strict policy limits on killing may be relaxed (and if we will ever be told when they are). And, crucially, **we don’t know where the new guidelines actually apply** (original assumptions by many outside government that they applied in Pakistan were later called into question). Since Obama’s May 2013 speech, **confusion** about who can be targeted **has** at times **increased** (e.g. a “senior American official” stated in August that a security threat had “expanded the scope” of who could be targeted in Yemen).

## 2AC PTX

1) A slew of issues overwhelm and Boehner won’t allow controversial votes before the midterms

Tim Alberta, National Journal, 1/16, "House GOP at 2014 Crossroads: Go Big, or Keep Quiet?," www.nationaljournal.com/congress/house-gop-at-2014-crossroads-go-big-or-keep-quiet-20140116

According to sources with knowledge of the deliberations, Boehner and his leadership team prefer a **quiet, noncontroversial legislative session** in which Republicans steer clear of mistakes and run out the clock until the November elections. This play-it-safe strategy hinges on voters turning out in droves to voice their displeasure with President Obama's health care law and his administration's domestic-surveillance policies, among other things.

But such an approach is unacceptable to the most conservative members of the House GOP. After two weeks of private deliberations, and fresh off a mini-retreat this week organized by the Republican Study Committee, conservatives are united in their resolve to make 2014 more about Republicans' "bold, positive vision" and less about Obama's failures.

"I'm convinced Republicans have the best vision for America's future," Rep. Kevin Brady of Texas said outside of Wednesday's RSC meeting. "We've spent a lot of time opposing the president's policies, but it's time to share our vision if we want to win in November."

That sentiment has echoed among conservative lawmakers all week, and it ramped up during the weekly RSC gathering. Chairman Steve Scalise, perhaps sensing the frustration some members felt with the RSC's lack of aggression during the December budget fight, framed the legislative-strategy debate in big terms. After consulting with his fellow lawmakers this week, Scalise informed members that he's prepared to push leadership hard this year on the conservative agenda that touts a health care alternative, a tax-reform plan, a welfare-reform package, and a privacy bill.

"I don't want to play prevent defense," Scalise said, according to members in attendance. "I want to play offense."

Asked to explain the remark later in an interview, Scalise said, "Usually teams that play prevent defense lose the game."

But Boehner's team doesn't share that view. GOP leadership has done everything possible in recent months to **keep the electorate's attention on the Democrats**, especially highlighting the disastrous rollout of President Obama's health care law and Republican oversight efforts on the IRS scandal and Benghazi attacks. Leadership officials are intent on keeping the American public "talking about Obamacare" all the way until November.

Besides, already fewer than 90 work days remain in the legislative session. Even if leadership officials were to embrace an ambitious agenda, **they see little time to implement it.**

"We have to do a budget, we have to do appropriations, we have to do debt ceiling. There are a lot of issues that are hanging out there that have to be done that dominate a lot of the calendar," said Rep. James Lankford, the Republican policy chairman and a member of leadership.

That said, many of the conservatives' policy objectives for 2014 are likely dead on arrival in Cambridge anyway.

No momentum and no vote – supporters admit

Greg Sargent, Washington Post, 1/15, "Push for Iran sanctions bill losing momentum?" [www.washingtonpost.com/blogs/plum-line/wp/2014/01/15/push-for-iran-sanctions-bill-losing-momentum/](http://www.washingtonpost.com/blogs/plum-line/wp/2014/01/15/push-for-iran-sanctions-bill-losing-momentum/)

Harry Reid and Senate Dem leadership aides have been telling reporters that there are no plans for a vote on a new bill to impose sanctions on Iran — a vote the White House fears could derail diplomacy and make war more likely.

Yet it may actually be **even worse than this** for proponents of the bill. Even Senators who support the measure are no longer pushing for any vote, and have no plans to do so for the foreseeable future, a Democratic Senator who favors the bill tells me.

“At the moment, there’s no rush to put the bill on the floor,” says this Senator, who asked for anonymity to be candid about the real state of play on the measure. “I’m not aware of any deadline in anyone’s head.”

**It’s unclear whether any of the bill’s Democratic supporters are even privately pushing for a vote** on it at this point, in the wake of the recent announcement that the six month deal curbing Iran’s nukes is set to move forward.

One Senator who favors the bill — Richard Blumenthal — **has publicly confirmed he’s having second thoughts in the wake of that announcement.**

And there is clearly more movement behind the scenes. The Senator who spoke to me today allowed it could become **“harder” for the pro-bill forces to demand a vote down the line**, in the weeks and months ahead, if negotiations are proceeding with Iran.

Obama isn’t key

Zoë Carpenter, The Nation, 1/15, " Push for New Sanctions on Iran Stalls Amid Growing Resistance," [www.thenation.com/blog/177957/push-new-sanctions-iran-stalls-amid-growing-resistance#](http://www.thenation.com/blog/177957/push-new-sanctions-iran-stalls-amid-growing-resistance)

A bid to slap Iran with a new round of economic sanctions appears to have **stalled in the Senate**, after leading Democrats amplified concern about the threat such a move poses to a fragile diplomatic process.

Early in the week, reports that a bill introduced by Republican Mark Kirk and Democrat Robert Menendez was within striking distance of a veto-proof majority cast a shadow over news that negotiators had finalized a temporary agreement to freeze Iran’s nuclear program, beginning Monday. New sanctions would likely kill negotiations for a final deal, the White House warned lawmakers, and increase the chances of an armed conflict with Iran.

But Senate majority leader Harry Reid **has given no indication** that he will bring the bill up for a vote, and **the pressure to do so is falling** now that top Democrats have intensified opposition to the proposed legislation. The Kirk-Menendez bill gained no new endorsements this week, and even one supportive senator admitted Wednesday to a break in momentum.

Dianne Feinstein, chair of the Intelligence Committee, called the sanctions bill "a march towards war" on Tuesday in a floor speech that was remarkable in detail and force. “I deeply believe that a vote for this legislation will cause negotiations to collapse,” Feinstein said, after thoroughly rebutting many of the claims about the interim deal put forth by the bill’s supporters. “The United States, not Iran, then becomes the party that risks fracturing the international coalition that has enabled our sanctions to succeed in the first place.”

Ten committee chairs circulated a joint statement warning that “new sanctions would play into the hands of those in Iran who are most eager to see the negotiations fail.” Majority Whip Dick Durbin, Jeff Merkley of Oregon, Chris Murphy of Connecticut, Bill Nelson of Florida, and Tim Kaine of Virginia said they opposed the measure at this point. Even one of the co-sponsors of the Kirk-Menendez bill, Richard Blumenthal, indicated that the time wasn’t right for a vote. “I want to talk to some of my colleagues. I’m encouraged and heartened by the apparent progress and certainly the last thing I want to do is impede that progress,” he said on Monday.

Major newspapers condemned the bill, including theNew York Times, the Los Angeles Times, USA Today, and the Washington Post, whose editorial board often betrays a neoconservative streak. More than sixty organizations including J Street, the National Iranian Council, American Baptist Churches, and CREDO delivered a letter to the Senate on Tuesday stating that the law “sets insurmountable demands for a comprehensive nuclear deal” and would “critically endanger the possibility of a diplomatic resolution to the nuclear standoff with Iran, increasing the likelihood of a nuclear-armed Iran and an unnecessary and costly war.”

Plan doesn’t cost capital

Douglas Kriner, Assistant Profess of Political Science at Boston University, 2010, After the Rubicon: Congress, Presidents, and the Politics of Waging War, p. 59-60

Presidents and politicos alike have long recognized Congress's ability to reduce the political costs that the White House risks incurring by pursuing a major military initiative. While declarations of war are all but extinct in the contemporary period, Congress has repeatedly moved to authorize presidential military deployments and consequently to tie its own institutional prestige to the conduct and ultimate success of a military campaign. Such authorizing legislation, even if it fails to pass both chambers, creates a sense of shared legislative-executive responsibility for a military action's success and provides the president with considerable political support for his chosen policy course.34 Indeed, the desire for this political cover—and not for the constitutional sanction a congressional authorization affords—has historically motivated presidents to seek Congress's blessing for military endeavors. For example, both the elder and younger Bush requested legislative approval for their wars against Iraq, while assiduously maintaining that they possessed sufficient independent authority as commander in chief to order the invasions unilaterally.35 This fundamental tension is readily apparent in the elder Bush's signing statement to HJ Res 77, which authorized military action against Saddam Hussein in January of 1991. While the president expressed his gratitude for the statement of congressional support, he insisted that the resolution was not needed to authorize military action in Iraq. "As I made clear to congressional leaders at the outset, my request for congressional support did not, and my signing this resolution does not, constitute any change in the long-standing positions of the executive branch on either the President's constitutional authority to use the Armed Forces to defend vital U.S. interests or the constitutionality of the War Powers Resolution."36

If Obama is focusing capital on \_\_\_­­­­\_\_\_\_\_\_\_, it disproves Obama would initiate a fight over the plan

He’ll avoid the fight

William Howell and Jon Pevehouse, Associate Professors at the Harris School of Public Policy at the University of Chicago, 2007, When Congress Stops Wars, Foreign Affairs, EBSCO

After all, when presidents anticipate congressional resistance they will not be able to overcome, they often abandon the sword as their primary tool of diplomacy. More generally, when the White House knows that Congress will strike down key provisions of a policy initiative, it usually backs off. President Bush himself has relented, to varying degrees, during the struggle to create the Department of Homeland Security and during conflicts over the design of military tribunals and the prosecution of U.S. citizens as enemy combatants. Indeed, by most accounts, the administration recently forced the resignation of the chairman of the Joint Chiefs of Staff, General Peter Pace, so as to avoid a clash with Congress over his reappointment.

Negotations will fail – Iranian hardliners will get the upper hand (and U.S. sanctions are inevitable)

Hibbs, senior associate in the Carnegie Endowment nuclear policy program, 12/30/2013

(Mark, http://carnegieendowment.org/2013/12/30/year-of-too-great-expectations-for-iran/gxbv)

If all goes according to plan, sometime during 2014 Iran will sign a comprehensive final agreement to end a nuclear crisis that, over the course of a decade, has threatened to escalate into a war in the Middle East. But in light of the unresolved issues that must be addressed, it would be unwise to bet that events will unfold as planned. Unrealistic expectations about the Iran deal need to be revised downward.

In Geneva on November 24, Iran and the five permanent members of the United Nations Security Council—China, France, Russia, the United Kingdom, and the United States—plus Germany agreed to a Joint Plan of Action. For good reason, the world welcomed this initial agreement because it squarely put Iran and the powers on a road to end the crisis through diplomacy.

The deal calls for Tehran and the powers to negotiate the “final step” of a two-stage agreement inside six months. In the best case, the two sides will with determination quickly negotiate that final step. Iran will demonstrate to the International Atomic Energy Agency (IAEA) that its nuclear program is wholly dedicated to peaceful uses and agree to verified limits on its sensitive nuclear activities for a considerable period of time. In exchange, sanctions against Iran will be lifted.

An effective final deal could emerge. But Iran and the West will continue to have major differences whether or not there is a final nuclear pact. Residual mutual suspicion is significant, and the United States and Iran have competing hardwired security commitments in the region. The United States will not pivot away from Israel and the Arab states in the Persian Gulf, and Iran will not abandon the Alawites in Syria and push Hezbollah to renounce force. The November deal will not lead to a transformation of the West’s relations with Iran, and the act of signing a deal will not mean Washington and Tehran have somehow overcome their multiple fundamental differences and become partners, as some observers either hope or fear.

THE CLOCK IS TICKING

U.S. Secretary of State John Kerry knew what he was talking about when he announced in Geneva that the initial step of the Iran nuclear deal had been agreed to and warned that “now the really hard part begins.” The Joint Plan of Action says that Iran and the powers “aim to conclude” the final agreement in “no more than one year.” But the issues that remain to be resolved and the amount of work that needs to be done could delay agreement on the final step for many months.

The main problem is not that Iran will refuse to implement what it agreed to in the initial deal. It will almost certainly stop producing and installing more uranium-enrichment centrifuges, limit that enrichment to no more than 5 percent U-235 (enriching to higher levels would bring Iran closer to weapons-grade material), and convert its enriched uranium gas inventory to less-threatening oxide. It is also likely to halt essential work on the Arak heavy-water reactor project, where Iran is developing the capability to produce plutonium, which can be used for making nuclear weapons.

Tehran has every incentive to comply with these measures. Were it to cheat, Iran’s adversaries, convinced that Iran cannot be trusted, would be vindicated and would gain leverage to add sanctions or use force. Iran knows this.

Instead, the potential showstoppers looming before the parties concern matters that the negotiation of the final step itself must resolve. Crucially, the Joint Plan of Action left open how Iran, the powers, and the IAEA would resolve two critical matters: unanswered questions about sensitive and potentially embarrassing past and possibly recent Iranian nuclear activities, and unfulfilled demands by the UN Security Council that Iran suspend its uranium-enrichment program. Since 2006, Tehran has refused to comply with the Security Council’s suspension orders, and since 2008, it has refused to address allegations leveled by the IAEA that point to nuclear weapons research and development by Iran.

The Joint Plan of Action is deliberately vague about how to handle these issues, not because Western diplomats were naive but in part because the powers intended the initial deal to build confidence. That means that groundbreaking and dealmaking were paramount, inviting bold statements, not nitty-gritty outlines. Also leading to this outcome is the fact that when the United States revved up the negotiation this fall in direct bilateral talks with Iran, what was originally a four-step road map became a two-step process featuring an initial step and a final step, with the fine print of steps two and three in the original scheme left to be worked out.

If the parties do not work out the two major challenges they face, the negotiation may fail. If differences result in a stalemate, Iran’s hardliners could gain the upper hand, continue pursuing unfettered nuclear development, and eventually terminate the initial accord. Alternatively, U.S. lawmakers could respond to a lack of progress by adding to Iran’s sanctions burden, which would likewise doom the negotiation. There is much at stake.

4) No chance of Iran negotiation success

Jessica Tuchman Mathews, Carnegie Endowment, 12/31/13, Washington’s World in 2014, carnegieendowment.org/2013/12/31/washington-s-world-in-2014/gxda

If this six-month nuclear accord can be turned into a permanent one that replaces the imminent threat of a nuclear-armed Iran with a transparent, internationally monitored civilian nuclear program, that achievement alone is how 2013 and 2014 will deserve to be remembered.

**That “if” looms large, however.** Unlike the key talks in the first phase, which were carried out in secret between the United States and Iran, the next phase of negotiations will feature six parties trying to agree on one side of the table—hardly a prescription for agile or effective bargaining. Across the table, Tehran will want more give on sanctions than the United States can offer. Moreover, negotiations will have to go beyond the fuel-cycle issues of uranium enrichment and plutonium production addressed in the first phase to the even more sensitive weapons technologies that have no civilian purpose. Deep-seated mistrust on both sides will frustrate every step.

Hard as it will be in the negotiating room, the greater impediment will be the self-fulfilling exchange of threat and counterthreat between those in Washington, Jerusalem, and Tehran who want this effort to fail. **The negotiators—especially Iran’s—will be working with one eye over their shoulders, watching for threats from domestic opponents**. Israel’s Prime Minister Benjamin **Netanyhau has made it plain that no negotiated settlement will satisfy him**, **and he has an overly attentive audience in the U.S. Congress**. The longer the negotiations take, the greater the pressure will be on Iran’s President Hassan Rouhani to show results that bring economic relief at home. At some point, the Revolutionary Guard and others in Iran’s powerful right wing who profit from the country’s economic isolation will try to retake the political initiative. The supreme leader has made his support for the negotiations absolutely clear—**for the time being.** But he is less of a leader and more of a follower than his grand title implies. For decades he has believed that what the United States really wants in Iran is regime change. The supreme leader’s support for the path of reintegration with the outside world that Rouhani campaigned on and overwhelmingly won on last summer is unlikely to survive prolonged stalemate or breakup of the talks.

Expansive self-defense regime enables Israel strike on Iran --- escalates and causes World War 3

Slager 12 (Katherine, J.D. Candidate 2013, University of North Carolina School of Law, “Legality, Legitimacy and Anticipatory Self-Defense: Considering an Israeli Preemptive Strike on Iran's Nuclear Program” Fall, 2012, 38 N.C.J. Int'l L. & Com. Reg. 267)

I. Introduction

World War III **is an event the world universally wishes to avoid**. n3 **Threats of preemptive strikes**, retaliations, **and nuclear weapons development bring speculation to the foreground about whether tensions today between Israel and Iran might result in an escalation of hostilities leading to a third World War**. n4 Iran has long professed hatred for the Jewish state, n5 and, according to the International Atomic Energy Agency (IAEA), may be developing nuclear weapons. n6 Israeli leaders say that if necessary, they will preemptively strike Iran to prevent it from developing nuclear attack capability. n7

 [\*269] While a strike might forestall a nuclear Iran, at least for the time being, the international community may not view this preemptive measure as legal or legitimate. **Using force in** self-defense must be subject to clear boundaries **in order to prevent rampant violence**. While war is never desired, "a legal war is more human than an illegal war." n8 But the rules of using force must be generally known and accepted in order to be effective. n9 This comment attempts to clarify the field of international law regarding use of force in anticipatory self-defense, and recommends that clear standards be widely established to better guide both nations considering such use of force and the international community, which must respond to this use of force.

This comment assesses the legality of a potential Israeli preemptive strike against Iran's nuclear program. There is no recognized and accepted analytical framework to assess this legality. n10 Therefore, this comment employs two methods of analysis and considers them both: first, it will employ the time-tested analytical methodology of analogy by comparing the state of the current Israeli-Iran conflict to incidents of anticipatory self-defense. Second, it will apply an analytical framework, proposed by David A. Sadoff, that offers a clear, practicable standard to govern evaluation of anticipatory use of force. n11 Part I discusses [\*270] the backdrop of international law regarding the use of force in self-defense. Part II defines the terms used and discusses both the traditional and proposed analytical frameworks used to assess the legality of anticipatory acts of self-defense. Part III describes and analyzes generally recognized incidents of anticipatory self-defense. Part IV assesses the current situation between Israel and Iran using analogies to past incidents and Sadoff's proposed analytical framework. Part V concludes that while the traditional framework under customary international law would condemn an Israeli strike, a clearer standard encompassing legitimacy as well as legality would better guide the international community in evaluating anticipatory uses of force in the modern era. II. International Law and the Use of Force in Self-Defense Self-defense has been described as "nature's eldest law." n12 Today, this right to self-defense has been codified in Article 51 of the U.N. Charter. n13 In order to analyze the legality of an Israeli preemptive strike on Iran's nuclear program, it is first necessary to understand the state of international law concerning the use of force in preemptive or anticipatory self-defense. A. The Road to Modern International Law and the Use of Force Before aspiring to describe the modern intricacies of international law, it is helpful to first understand the origins of international law and regulation of the use of force between nations. Person to person, community to community, and state to state, the use of force is a salient aspect of humankind's history. n14 As one scholar puts it, "force has been a consistent feature of the global system since the beginning of time." n15 War has been so prevalent in human history that it has been considered a "perennial [\*271] fact of life ... tantamount to ... plague or flood or fire." n16 It would "appear every once in a while, leave death and devastation in its wake, and temporarily pass away to return at a later date." n17 Over time, the need to restrict and regulate wars between nations developed, and war assumed a "legal status." n18 The attempt to restrict is first characterized by the "just war-unjust war" dichotomy of Ancient Greece and Ancient Rome, n19 which classical jurists and scholars of the sixteenth and seventeenth centuries advanced with their writings. n20 By the nineteenth century, however, this dichotomy was abandoned. n21 The accepted view of this period was that international law had nothing to do with attempting to distinguish just and unjust wars. n22 War was viewed as "a right inherent in sovereignty itself." n23 Through the nineteenth century, there was a widespread acceptance of a sovereign nation's right to go to war. n24 Perhaps in reaction to this widespread acceptance, bilateral treaties between nations began to arise at the end of the nineteenth century. n25 These treaties were formed to create contractual obligations between states to not go to war with each other. n26 Bilateral treaties eventually led to the creation of multilateral [\*272] treaties in an effort to "curtail somewhat the freedom of war in general international law." n27 After a few multilateral attempts to restrict inter-state use of force, n28 war finally became "illegal in principle" in 1928 with the General Treaty for Renunciation of War as an Instrument of National Policy (otherwise known as the Kellogg-Briand Pact). n29 Though flawed, the Kellogg-Briand Pact was a "watershed date in the history of the legal regulation of the use of inter-state force." n30 These early developments in establishing the illegality of war led to the Charter of the United Nations, signed in 1945 in San Francisco. n31 In response to the Second World War, the United Nations was created "to establish a universal international organization charged with the management of international conflict." n32 Delegates of forty-nine states were determined "to save succeeding generations from the scourge of war." n33 To this end, Article 2(4) of the U.N. Charter proscribes both the use and threat of force. n34 Two major exceptions exist, however, to this general prohibition against use of force. n35 Nations may use force [\*273] if they are acting either in individual or collective self-defense or if force has been authorized by the U.N. Security Council. n36 B. Self-Defense Even before the creation of the U.N. Charter, self-defense has been historically recognized as an inherent right of both individuals and sovereign nations. n37 As one scholar notes, self-defense "has long been founded on the simple notion that every rational being ... must conclude that it is permissible to defend himself when his life is threatened with immediate danger." n38 In addition to an individual's right to self-defense, the right of nations to use force in self-defense has also traditionally been recognized. n39 The right of a nation to defend its sovereignty is "embedded" in the "fundamental right of states to survival." n40 This being the case, there is no dispute over the legality of a state defending itself against attacks on its sovereignty. n41 What remains unsettled in modern legal scholarship, however, is when a nation [\*274] may invoke this right. n42 Traditionally, self-defense may only be used when necessary to repel an "overt armed attack," and is impermissible as a form of retaliation. n43 The notion behind self-defense in anticipation of an armed attack, however, is that "states faced with a perceived immediate attack cannot be expected to await the attack like "sitting ducks' but should be allowed to take the appropriate measures for their defense." n44 1. Customary International Law Under customary international law, nations may use force in anticipatory self-defense in order to "thwart discernible impending attacks." n45 The established doctrine arises from an incident known as the "Caroline incident." n46 In 1837, the United States and Great Britain were at peace and Canada was under British colonial rule. n47 However, factions of Canadians were engaged in an "armed insurrection" against the British. n48 The Caroline, a privately-owned American steamship owned and operated by Americans, was used to transport men and supplies across the Niagara River to support the Canadian rebels. n49 On the night of December 29, 1837, British soldiers seized the Caroline while it was docked on the American side of the river, dragged the boat into the current, set it afire, and let it loose to drift over the Niagara Falls. n50 Two Americans were killed in the incident. n51 In response, a series of letters were exchanged between Henry [\*275] Fox, the British Minister in Washington, and the U.S. Secretary of State. n52 The British claimed that the destruction of the Caroline was justified as "necessity of self-defense and self-preservation." n53 The response of Secretary of State Daniel Webster has become immortalized as the factors necessary to justify an act of self-defense. n54 Webster stated that the act would not be justifiable unless the British could show: necessity of self-defence, instant, overwhelming, leaving no choice of means, and no moment of deliberation. It will be for it to [show], also, that the local authorities of Canada, even supposing the necessity of the moment authorized them to enter the territories of the United States at all, did nothing unreasonable or excessive; since the act, justified by the necessity of self-defence, must be limited by that necessity, and kept clearly within it. n55 This response has become known as the Caroline doctrine, and asserts that for a use of force in anticipatory self-defense to be justified, it must be necessary, proportionate, and in response to an imminent threat of armed attack where no other means of redress are available. n56 These factors have become generally accepted and incorporated into customary international law. n57 [\*276] 2. The U.N. Charter and Article 51 The Charter of the United Nations was adopted in 1945. n58 As discussed above, Article 2(4) of the Charter prohibits the use of force between nations, except in the case of two major exceptions. First, Article 51 articulates a nation's right to use force in self-defense. n59 Second, Chapter VII of the Charter allows the use of force "as may be necessary to maintain or restore international peace and security" under authorization of the U.N. Security Council. n60 This analysis focuses on Article 51, as it is "the focal point" in discussing the permissibility of self-defense. n61 Under Article 51 of the Charter, a nation has the right to use force in individual or collective self-defense. n62 The Article provides: Nothing in the present Charter shall impair the inherent right of individual or collective self-defence if an armed attack occurs against a Member of the United Nations, until the Security Council has taken measures necessary to maintain international peace and security. Measures taken by Members in the exercise of this right of self-defence shall be immediately reported to the Security Council and shall not in any way affect the authority and responsibility of the Security Council under the present Charter to take at any time such action as it deems necessary in [\*277] order to maintain or restore international peace and security. n63 While "the right of self-defence pursuant to the U.N. Charter has its origins in customary international law," Article 51 appears to limit uses of force in self-defense only to situations where an "armed attack" has occurred. n64 As Professor Dinstein succinctly observes, this limitation presents a "material difference in the range of operation of the right [of self-defense] between these two sources [of international law]." n65 Many scholars have very divergent views on the implications of this difference. 3. The Debate The debate surrounding the legality of anticipatory defense in modern international law is extensive and seemingly unlimited. Scholars can generally be divided into two camps: restrictionist and expansionist. n66 First, however, it is necessary to clarify the terminology used in the debate on self-defense. n67 While a plethora of scholars seem to offer as many definitions and distinctions as there are authors, n68 this article will use the terminology as categorized by David Sadoff. n69 First, there are two general types of self-defense: reactive and non-reactive. n70 Reactive strikes occur "when a State responds to an attack after it [\*278] has occurred." n71 Non-reactive strikes, otherwise referred to as "defensive first strikes," occur "when a State takes military action before being hit." n72 Defensive first strikes can be further sub-divided into three categories: interceptive, anticipatory, and preemptive. n73 These three categories can be viewed as the rough points on a spectrum of "real or perceived timing of the threat posed by an aggressor State." n74 Interceptive self-defense encompasses the most immediate threats, while preemptive encompasses the least immediate. n75 Interceptive self-defense, as first articulated by Professor Dinstein, "takes place after the other side has committed itself to an armed attack in an ostensibly irrevocable way." n76 This refers to scenarios with the shortest amount of time between the self-defensive act and the perceived threat. n77 As Sir Humphrey Waldock describes, "where there is convincing evidence not merely of threats and potential danger but of an attack being actually mounted, then an armed attack may be said to have begun to occur, though it has not passed the frontier." n78 Dinstein asserts that not only is interceptive self-defense legitimate under customary international law, it is also legitimate under Article 51. n79 Anticipatory self-defense, by contrast, is "the use of force in [\*279] "anticipation' of an attack when a State has manifested its capability and intent to attack imminently." n80 The Caroline doctrine is generally considered to reflect assertions of anticipatory self-defense. n81 This refers to scenarios where an attack may be imminent but not yet underway. n82 The temporal definition of what constitutes "imminence" is not well-established or even well-articulated. n83 Many scholars assert that Article 51 of the U.N. Charter recognizes anticipatory self-defense through its preservation of states' "inherent right of ... self-defense." n84 Preemptive self-defense, which is used in this comment to encompass the concept of "preventive" self-defense, n85 refers to the use of force "to quell any possibility of future attack by another state, even where there is no reason to believe that an attack is planned and where no prior attack has occurred." n86 This scenario refers to defensive first strikes that are temporally the most removed from the perceived threat. n87 While the majority of [\*280] scholars reject the legality of preemptive self-defense under international law, n88 it has been argued that use of preemptive force may still be legitimate. n89 The restrictionist and expansivist schools of interpreting the legality of self-defense focus their debate on the "middle-ground" of defensive first-strikes, that of anticipatory self-defense. Professor Ronzitti aligns the two camps in terms of a geographical divergence. n90 The restrictionist camp is referred to as the "continental doctrine," while the expansivist doctrine is attributed to common law countries and Israel. n91 The question that divides the two camps is "whether the words "if an armed attack occurs' introduces ... a rigid test of legitimate self-defense." n92 The restrictionist camp asserts that "self-defense [can] lawfully be exercised only if the State is the object of an actual attack." n93 Under this view, "use of force under the Charter is expressly limited to situations where an armed attack has already commenced or occurred." n94 The restrictionist camp recognizes the right to use force in anticipatory self-defense under customary international law, but asserts that the adoption of the Charter in 1945 limited "the scope of that right." n95 As Professor Dinstein emphasizes, "the use of the phrase "armed attack' in Article 51 is [\*281] not inadvertent ... [it] is deliberately restrictive." n96 Dinstein concludes that "self-defence consistent with Article 51 implies resort to counter-force ... in reaction to the use of force by the other party." n97 By contrast, the expansivist camp asserts that "the right of self-defence can be exercised not only when the State has been the object of an armed attack but also when the attack is imminent." n98 Three reasons have been cited to support this theory. First, expansivists cite that the actual reading of "if an armed attack occurs" does not necessarily mean "after an armed attack has occurred." n99 Professor Waldock elaborates that this "goes beyond the necessary meaning of the words," and cites the French text: "dans un cas ou un Membre des Nations Unies est l'objet d'une agression armee." n100 Second, expansivists note that the Article 51's preservation of the "inherent right" of self-defense was "a comparatively late addition to the Charter, for most States initially assumed that "the right of self-defense was inherent in the proposals and did not need explicit mention in the Charter.'" n101 Lastly, and most persuasively, the expansivist camp notes that Article 51 preserves the "inherent right" of self-defense. n102 D. W. Bowettt remarks that "the reference to an "inherent' right suggests something of the philosophy of natural law." n103 Professor Dinstein himself points out that "the right of self-defence pursuant to the U.N. Charter has its origins in customary international law." n104 As customary international law permits an act of [\*282] anticipatory self-defence "when the threat of an armed attack is "imminent'," n105 it is therefore "not implausible to interpret article 51 as leaving unimpaired the right of self-defense as it existed prior to the Charter." n106 As Professor Shah articulates, "the intention of article 51 seems to be to make anticipatory self-defence a statutory right, not to limit it," n107 strongly evidenced by "the inclusion of the word "inherent' and the absence of any objection to it by states." n108 With such a dispute over the ambiguity of Article 51, many scholars would turn to the International Court of Justice (ICJ) for a judicial ruling on whether anticipatory self-defense is legal under Article 51. n109 Yet the ICJ has not ruled on the matter. In Nicaragua v. United States, n110 while the ICJ "based its decision on the norms of customary international law concerning self-defence as a sequel to an armed attack," the Court explicitly refrained from pronouncing a judgment on the legality of anticipatory self-defense. n111 Without a judicial pronouncement on the matter, [\*283] scholars will continue to battle over the legality of anticipatory self-defense. 4. The State of the Law and Implications Today, there is no accepted state of international law regarding the use of force as anticipatory self-defense against an imminent armed attack. n112 However, as numerous scholars have noted, the world has changed in many significant ways since the drafting of the U.N. Charter in 1945. n113 At that time, drafters were primarily concerned with "overt acts of conventional aggression." n114 Since 1945, however, most conflicts have been in the form of civil conflicts, covert actions, or acts of terrorism. n115 The "ever-present threat of the use of nuclear and other weapons of mass destruction" is changing our traditional notions of warfare. n116 While nuclear weapons physically existed at the time the U.N. Charter was drafted, "the delegates at San Francisco knew nothing of the nature and effects of nuclear weapons" and thus "could not have addressed the threat, proliferation, and potential use of these weapons of mass destruction." n117 One delegate specifically referred to the Charter as a "pre-atomic age charter." n118 Many scholars of the expansivist view point out this seemingly obvious observation: "no state can be expected to await an initial attack which, in the present state of armaments, may well destroy the state's capacity for further resistance and so jeopardize its very existence." n119 The ICJ itself, in its advisory opinion in the Nuclear [\*284] Weapons Case, n120 recognizes the "right to resort to self-defence, in accordance with Article 51 of the Charter, when its survival is at stake." n121 It seems that there is room for a preemptive use of force under the U.N. Charter if and only if a state's very survival is at stake. Lastly, one could argue against even considering the legality of using preemptive force. n122 Abraham Sofaer notes that despite the "illegality" of using force for "preventive purposes," states have engaged in such force in over 100 instances since the signing of the U.N. Charter in 1945. n123 He argues that rather than being concerned over the legality of a preemptive use of force, states should be concerned over the legitimacy of such an act. n124 Sofaer advocates adopting a proposal from the 2004 report of the Secretary General's High-Level Panel on Threats, Challenges and Change: n125 the U.N. Security Council should "adopt and systematically address a set of agreed guidelines, going directly not to whether force can legally be used but whether, as a matter of good conscience and good sense, it should be." n126 According to Sofaer, the benefits of "using legitimacy as a guide ... would allow states to take into account a broader range of considerations than current international law typically dictates." n127 [\*285] The state of the law concerning the legality of using force in preemptive or anticipatory self-defense is convoluted, to say the least. However, this does not mean that it is impossible to evaluate the legality of an Israel preemptive attack on the Iranian nuclear program. III. The Legality of Anticipatory Self-Defense and Preemptive Force Though the state of modern international law is unclear, there are many arguments to support the legality of using force in anticipatory self-defense. Under the Caroline doctrine of customary international law, n128 the traditional framework to evaluate use of force in anticipatory self-defense addresses three elements: necessity, proportionality, and imminence of a threat such that no other recourse is available. n129 Alternative frameworks have also been proposed to expand the customary Caroline framework. n130 Using both the traditional and alternative analytical frameworks to analyze several modern incidents where the use of anticipatory self-defense was evidenced or claimed, it is possible to evaluate the legality of a potential Israeli strike on Iran's nuclear reactor. A. Framework under Customary International Law Regardless of legality under strict interpretation of Article 51 of the U.N. Charter, n131 the Caroline-based elements of necessity, proportionality, and imminence must be fulfilled for an anticipatory use of force to be legal under customary international law. n132 While some commentators include imminence in their analysis of necessity, n133 most commentators include imminence as [\*286] a separate element. n134 1. Necessity and Proportionality The principles of necessity and proportionality are "part of the basic core of self-defence [upon which] all states agree." n135 The requirements of necessity and proportionality in self-defense are not expressly included in the U.N. Charter, but rather, are tenets of customary international law that have been reaffirmed by the ICJ in the Nicaragua case and in the ICJ's Advisory Opinion on the Legality of the Threat or Use of Nuclear Weapons. n136 As Gray succinctly describes, the "basic, uncontroversial principles" of necessity and proportionality are that self-defense "must not be retaliatory or punitive; the aim should be to halt and repel an attack." n137 Necessity and proportionality "constitute a minimum test" that is determinative of the legality of using force in self-defense. n138 Thus, if a nation's use of force is lacking in either necessity or proportionality, the use of force is not justified under the doctrine of self-defense, and may in fact be unlawfully retaliatory or punitive. n139 [\*287] Necessity, by itself, is not a controversial proposition. n140 States need to demonstrate that "such forceful action was necessary to defend itself against an impending attack." n141 However, applying necessity to a particular scenario "calls for assessments of intentions and conditions bearing upon the likelihood of attack." n142 The nature of necessity is that it is often interposed with the "imminence" factor. n143 One scholar explains the logical relation between necessity and legal use of force in self-defense by describing necessity to mean that "there must have been no other feasible means of dealing with a particular threat." n144 Notably, this means that "force should not be considered necessary until peaceful measures have been found wanting." n145 As this comment assesses a preemptive strike in defense of a potential nuclear attack, the element of necessity - as separate from an analysis of imminence - will primarily address whether "peaceful measures" are still available to Israel. Proportionality assesses the appropriateness of a nation's action in response to a perceived threat. n146 Thus, an ex ante analysis of proportionality is not immediately relevant when attempting to predict the legality of a future act of self-defense. However, as proportionality is an integral component to the legality of inter-state uses of force, understanding the role proportionality plays in lawful acts of anticipatory self-defense is still pertinent to this comment's analysis. The requirement of proportionality means that "acts done in self-defense must not exceed in manner or aim the necessity provoking them." n147 Another scholar notes that "a forcible response must be limited to removing that threat, and cannot extend beyond this defensive [\*288] objective to encompass the pursuit of broader offensive or strategic goals." n148 An act in self-defense that exceeds the bare minimum necessary to respond to the threat risks becoming a retaliatory act, and thus unlawful under customary international law. n149 Simply put, a nation's "counter-attack" must not amount to a reprisal for the purpose of revenge or as a penalty. n150 Proportionality is also relevant to the theoretical implications of anticipatory self-defense. In its pure form, proportionality dictates that "harm returned should not exceed harm received." n151 Inherent in this concept is that an attack as deterrence is actually at odds with this precept of proportionality, as the purpose of an attack meant to deter is that "the greater the disproportionality, the greater the chance of avoiding harm to either party by avoiding conflict altogether." n152 Thus, the element of proportionality serves as the essential limit on the acts that nations may engage in when using force in anticipatory self-defense. For the purposes of this comment's analysis, "necessity" is limited to assessing whether Israel has exhausted all available peaceful means n153 and "proportionality" is limited to exploring the limits of any acts Israel would be permitted to take in defending itself against a nuclear strike. 2. Imminence Imminence is "the most problematic variable of anticipatory self-defense ... that has no precise definition in international law." n154 However, the importance that imminence plays in the legitimacy of using force in anticipatory self-defense is clear. As one scholar recognizes: It is important that the right of self-defense should not freely [\*289] allow the use of force in anticipation of an attack or in response to a threat. At the same time, we must recognize that there may well be situations in which the imminence of an attack is so clear ... that defensive action is essential for self-preservation. n155 Illustrating its role in customary international law, the absence of imminence was indeed determinative when the International Military Tribunals at Nuremberg applied the Caroline test following World War II, rejecting Germany's proffered justification that their "invasion of Norway had been an act of anticipatory self-defense." n156 Today, however, the doctrinal debate surrounding the legality of states using force in anticipatory self-defense stems primarily from the varying definitions and meanings of "imminence." n157 Thus, imminence becomes the most essential factor to define when determining whether a use of force in self-defense is permissible, n158 and is therefore the primary question in analyzing whether Israel would be presently justified to strike Iran's nuclear program. The notion of imminence in customary international law reaches back to the Caroline incident. n159 Under the Caroline doctrine, "an attack must be apparent in certain terms, and the impending harm must be of such an immediate nature that instant armed force is the only way to ward off the blow." n160 This standard for imminence focuses on the temporal aspect and is strictly measured. n161 An imminent attack, strictly measured, is one that is "just about to occur or, in other words, when "an attack is in evidence.'" n162 Scholars have suggested that the imminence of an attack can rise to such urgency that use of force in anticipatory self-defense would fall within the stricture of Article 51. n163 [\*290] Many scholars are now arguing that a relevant measurement of imminence, however, should no longer be strictly temporal. n164 The strict requirement is out of touch with "the realities of modern military conditions." n165 The nature of imminence has been affected in two significant ways since the development of the Caroline doctrine. n166 First, the "gravity of the threat" has changed significantly. n167 Today we face nuclear weapons and other weapons of mass destruction that have the capacity to destroy a nation before it ever has a chance to defend itself. n168 This is vastly different from the "cross-border raids conducted by men armed only with rifles" that were the predominant form of international uses of force at the time of the Caroline incident. n169 Second, the method of delivering an attack has changed. n170 With increased rapidity of an attack reaching its target once launched, it is now "far more difficult to determine the time scale within which a threat of attack ... would materialize." n171 Within this framework, Professor Greenwood asserts that in order to justify the existence of an "imminent threat," there must be sufficient evidence that "the threat of attack exists ... [requiring] evidence not only of the possession of weapons but also of an intention to use them." n172 Customary international law is, by its very nature, an important groundwork for establishing the bounds on inter-state actions. n173 Nevertheless, it has many shortcomings as a framework [\*291] to assess the legality of using force in self-defense. While strict interpretation of the U.N. Charter's restriction on using force in self-defense is often too restrictive, n174 customary international law suffers from being too vague to serve as a guide for state actors. n175 Additionally, it may be "out of sync" with the realities of a state's reasoning and behavior when facing threats to their very survival. n176 Thus, scholars began to look for, or propose, alternatives. B. Alternative Framework The scholarly landscape concerned with anticipatory self-defense is consumed with widespread disagreement, from expansivist-restrictionist doctrinal dichotomies n177 to inconsistent definitions of prevention, preemption, anticipatory self-defense, n178 and the very factors of necessity, proportionality and imminence n179 that are essential to this vast doctrinal theory of international law. However, there is one observation on which all scholars can perhaps agree: at present, the international arena does not have a practicable framework to consistently evaluate the legality or legitimacy of a nation's use of force in anticipatory self-defense. As a result, several scholars have proffered a variety of proposals to compensate for the vagueness of customary international law and the unrealistic restrictiveness of the U.N. Charter in assessing anticipatory self-defense. Though several proposals have been offered by numerous scholars, n180 this comment limits its [\*292] consideration to the framework proposed by David Sadoff, which focuses its proposal specifically to assessing use of force in anticipatory, rather than preventive, self-defense. 1. David Sadoff, "Striking a Sensible Balance" Sadoff proposes an alternative legal framework to assess the legality of "proactive defense," which encompasses interceptive, anticipatory and preemptive self-defense. n181 His analysis, while derived from customary international law, seeks to expand on this doctrine to produce a "clear, practicable legal standard to govern the use of first strikes." n182 The substantive components of the proposed framework include (1) properly gauging the threat, (2) exhausting peaceful alternatives, and (3) taking responsive action. n183 As the second and third components tend to follow the same considerations as under a traditional customary international law analysis, this comment describes only the first component in depth. In order to gauge the threat of attack, Sadoff proposes analyzing the (i) nature and scale, (ii) likelihood, and (iii) timing of the threat. n184 With a state gauging the threat of attack, Sadoff calls for establishing an evidentiary standard to "address[] the nature, quality, and reliability of a state's information about the underlying facts and circumstances that have led it to decide to act against a given threat." n185 He proposes that the evidentiary standard requires a state to show "with clear and compelling evidence the existence of a serious and urgent need with respect to [\*293] a given threat." n186 The first two prongs of a state's assessment using Sadoff's framework appear to go to the necessity element of the Caroline doctrine. When assessing the nature and scale of a potential attack, a state will need to consider (1) "the character and magnitude" of the threatened attack (including (a) the type of weapons the enemy may use, (b) the size of an army, or (c) whether it would be an invasion or an isolated attack); (2) whether or not there would be warning; (3) what the likely targets of an attack would be; and (4) what the impact of an attack would be on the state's capacity to defend itself. n187 In assessing the likelihood of an attack, Sadoff explains that a state would assess the probability of whether the attack would in fact occur if there were no "proactive defense" measures taken. n188 The analysis by the target state would be subjective, in that it considers the state-actor's perceptions of the "intent and capabilities of the presumed aggressor state." n189 The author recommends using an "operational assessment" of likelihood (e.g., when the attacking state's "decision to attack has become "effectively irrevocable'"), rather than a probability-based assessment (e.g., ""reasonable certainty' or "highly probable'"). n190 An operational-based standard would be a higher threshold than a probability-based standard, so that defensive actions are [\*294] appropriate when the question of attack is not if an attack will occur, but when - "the uncertainty lies in whether the attack will occur sooner rather than later." n191 Such a high threshold would surely satisfy the "necessity" prong of the Caroline doctrine. n192 An assessment of "timing" is an important consideration because it addresses the urgency of a potential defensive action. n193 This factor appears to go to the imminence prong of the Caroline doctrine. Sadoff advocates mandating a "last window of opportunity" approach in the timing analysis, meaning that a defensive action would be appropriate when "a present danger ... is known and ... [when] any additional delay in acting would "seriously compromise security.'" n194 He advocates this approach over requiring "temporal imminence" because "the underlying rationale of the imminence requirement is to ensure military action is truly necessary." n195 Sadoff brings a "realist" approach to the matter of assessing when using force in anticipatory self-defense would be appropriate. n196 He appropriately notes that the standards currently employed under customary international law and the Caroline doctrine are "too limited in scope to be of general use" and lack the details needed for utility purposes. n197 Furthermore, his suggested framework provides numerous questions and factors that would provide practical guidance to nations considering using [\*295] force in "proactive defense." n198 This guidance would also enable the international community to consistently evaluate the legitimacy of a nation's use of force. n199 As Sadoff remarks, this would enable third parties to "cast their military and diplomatic support accordingly behind the state whose conduct more closely conformed to international law." n200 2. Considering Legitimacy Legitimacy is vital to the success of any legal order. n201 In the present context, legitimacy refers to the "the anticipated reaction of the relevant international community to a State's decision to use force." n202 In 2004, the U.N. Secretary-General's High-Level Panel on Threats, Challenges and Change n203 observed that "the effectiveness of the global collective security system ... depends ultimately not only on the legality of decisions but also on the common perception of their legitimacy." n204 The panel notes that if either "common global understanding" or "acceptance" of when use of force is both legal and legitimate is lacking, the result will be a weaker international legal order. n205 In realist terms, however, legitimacy and legality are often separate considerations. n206 An act that is considered legitimate [\*296] may not always be deemed legal, and an act that is legal may not always be considered legitimate. n207 Legitimacy differs from legality on several points. First, legitimacy is established by the "actual views and values of states and other relevant parties" rather than by the academic or professional opinions of international legal scholars on the meaning of the U.N. Charter. n208 Second, legitimacy differs from legality in that it is usually a "relative judgment, rather than a definitively positive or negative one." n209 The very nature of legitimacy is that it turns on numerous factors, rather than requiring that "certain standards be met" as with legality. n210 Third, an assessment of legitimacy should consider not only the views of other nation states, but the views of non-state entities such as international agencies, non-governmental groups, the press and the public. n211 The U.N. High-Level Panel, however, has demonstrated a recognition of the vital importance of legitimacy by citing five criteria that the Security Council should always address when deciding whether to authorize or endorse the use of force: (1) "seriousness of threat," (2) "proper purpose," (3) "last resort," (4) "proportional means," and (5) "balance of consequences." n212 For the first criterion, "seriousness of threat," the question to pose is, "Is the threatened harm to State or human security of a kind, and sufficiently clear and serious, to justify prima facie the use of military force?" n213 Inquiry regarding "proper purpose" begs the question "Is it clear that the primary purpose of the proposed military action is to halt or avert the threat in question?" n214 "Last resort" is relatively straight-forward, and asks whether "every non- [\*297] military option for meeting the threat in question [has] been explored, with reasonable grounds for believing that other measures will not succeed." n215 This criterion can be viewed as synonymous with an analysis of "necessity." n216 "Proportional means" predictably refers to proportionality: "Are the scale, duration and intensity of the proposed military action the minimum necessary to meet the threat in question?" n217 The final criterion recommended by the Panel, "balance of consequences," goes to the heart of the legitimacy inquiry. n218 The Panel illustrates this inquiry by posing whether "there [is] a reasonable chance of the military action being successful in meeting the threat in question, with the consequences of action not likely to be worse than the consequences of inaction." n219 This is essentially the age-old question, "Will the proposed action do more harm than good?" n220 Sofaer recommends that when answering this question, one "should go beyond the immediate, physical effects of a particular action and take into account the long-term, ethical consequences." n221 The Caroline doctrine has been a pillar in the development of customary international law's analysis of anticipatory self-defense. However, widespread debate on the relationship between this doctrine and Article 51 of the U.N. Charter has created a vague understanding of what constitutes the strict bounds of legality when using force in self-defense. While alternative frameworks effectively address the doctrinal weaknesses of the Caroline doctrine and customary international law, understanding [\*298] international reactions to past incidents of anticipatory self-defense is essential. Analysis of these incidents will illustrate the bounds of legality and legitimacy within the international community and provide insight on how an alternative framework would be applied to future incidents. IV. Anticipatory Self-Defense: Examples and Incidents Without a clear legal framework to guide an evaluation of using force in anticipatory self-defense, modern day incidents of "non-reactive force" used in anticipatory self-defense are crucial to answering two essential questions: First, are there instances in which the use of anticipatory self-defense would be recognized as legitimate, and secondly, where would the line be drawn to distinguish acceptable and unacceptable uses of force? Four examples of nations using force in anticipatory self-defense have been generally recognized and analyzed as such since the adoption of the U.N. Charter. n222 These examples shed light on the current acceptance or rejection of the doctrine of anticipatory self-defense and provide a baseline to examine whether the current situation between Israel and Iran might give rise to a legitimate use of anticipatory self-defense. A. 1962 Cuban Missile Crisis In 1962, the U.S.S.R. sent "over 100 shiploads of armaments" [\*299] to Cuba, which included numerous launch missile sites. n223 The United States responded by creating a naval quarantine around Cuba, so that all ships going to Cuba would be inspected and no ships with weapons would be allowed to pass through. n224 In the course of the quarantine, no ships tried to get around the quarantine, no ships were seized, and only one ship was boarded without incident. n225 One day after announcing the quarantine, the United States asked for and received regional support from the Organization of American States (OAS). n226 The United States did not seek to justify the act on the basis of Article 51. n227 Nor did the United States claim that the U.S.S.R.'s posturing with Cuba's cooperation was unlawful. n228 Instead, the United States relied on Article 52 to justify its actions, citing its use of "regional arrangements ... relating to the maintenance of international peace and security." n229 International reactions to the legality of the quarantine reflected "ideological lines," with Chile, China, France, Ireland, the United Kingdom, and Venezuela supporting the quarantine, and Ghana, Romania, the Soviet Union, and Egypt opposing it. n230 As this incident involved a non-reactive use of force, a brief Caroline analysis is relevant. n231 The element of necessity may have been present, as the gravity of the threat (proximity of nuclear missiles) was immense. n232 Nevertheless, all peaceful measures may not have been exhausted. The proportionality element seems to be met, in that almost no force was actually used. n233 Satisfying the imminence requirement is more difficult because it is not clear that using force was the only way "to ward [\*300] off the blow." n234 The possession of weapons and a clear intention to use them, at least as a threat against the United States, however, were clearly present. n235 Regarding the reaction of the international community, "very few [states] ... relied on a strict interpretation of Articles 2(4), 51, and 53." n236 Thus, even though this incident does not suggest either "clear acceptance or rejection" of anticipatory self-defense, it demonstrates that in 1962, states were not interpreting the U.N. Charter in a clearly "restrictive" way. n237 B. 1967 Six Day War n238 Scholars have described the Six Day War between Israel and Egypt as a "classic case of military preemption." n239 In 1967, tensions were rising between Israel and its Arab neighbors. n240 Leading up to the incident of June 5, 1967, five overt acts indicated that Egypt would launch an attack on Israel. n241 First, Egypt mobilized troops along Israel's Sinai border "to an unprecedented extent." n242 Second, Egypt began cementing ties with Jordan, Syria and Iraq. n243 Third, the Egyptian president ordered U.N. Emergency Force troops to leave Sinai, where they had been deployed as a buffer between Egypt and Israel. n244 Fourth, Egypt imposed a blockade of the Straits of Tiran, a waterway vital to Israeli shipping. n245 Lastly, the Egyptian [\*301] president proclaimed that in any war with Israel, Egypt's goal would be "the destruction of the Jewish state." n246 The final result of this buildup was that on June 5, Israel launched a "surprise" air attack on Egypt's forces that resulted in a "decisive victory" in a matter of days. n247 In the ensuing period, Israel first claimed that Egypt had made the first move. n248 Shortly thereafter, however, this argument lost weight and Israel made the alternative claim that the blockade represented an "act of war" and the deployments of troops appeared to be an imminent attack. n249 Thus, though Israel's attack on Egypt was an act of anticipatory self-defense in substance, Israel did not rely on this doctrine to justify its actions. n250 International reaction was generally supportive of Israel, though some states viewed the incident as an act of aggression by Israel. n251 Despite the fact that the "primary facts" demonstrated a clear example of anticipatory self-defense, n252 no state cited the principle [\*302] of anticipatory self-defense in its support. n253 In a Caroline analysis of this incident, necessity, proportionality and imminence all appear to be present. For the necessity requirement, Israel was facing the possibility of invasion, as evidenced by the amassing of the troops along its Sinai border. n254 The proportionality of the response also seems appropriate, as the duration of the armed engagement was only six days and the attack was limited to Egypt's military forces. n255 Furthermore, the mobilization of troops, the blockade, the removal of U.N. troops, and the accompanying threatening remarks by the Egyptian president all strongly indicate the imminence of an invasion. Though there was a lack of consensus in the international community regarding the legitimacy of anticipatory self-defense, Israel's actions were widely viewed as legitimate when the customary international law elements of necessity, proportionality and imminence were all present. n256 C. 1981 Israeli Attack on Osirak n257 Nuclear Reactor The Osirak incident has been described as an example of "preemptive" force. n258 In early 1981, Iraq was constructing a nuclear reactor near Baghdad, "code-named Osirak." n259 Israel viewed the Osirak reactor as "a threat to Israel's survival." n260 The type of reactor used and the type of fuel purchased could both be [\*303] used in weapons manufacture. n261 Additionally, Israel noticed that Iraq was buying more uranium than it would need for scientific research. n262 Iraqi leaders were expressing "vehement hostility" to Israel. n263 This last factor was augmented by the history of three wars between Israel and Iraq and the fact that Iraq continued to deny Israel's legal existence. n264 Lastly, the nature of the threat and Israel's vulnerability to an initial strike were factors in Israel's decision to act. n265 On June 7, 1981, Israel attacked and destroyed the Iraqi nuclear reactor. n266 Israel said it acted to "remove a nuclear threat to its existence." n267 To justify its actions, Israel claimed anticipatory self-defense. n268 Though citing scholars' expansive interpretation of Article 51, Israel was unable to cite any examples of state practice of anticipatory self-defense. n269 The U.N. Security Council, while not reaching a consensus on the matter of anticipatory self-defense, did unanimously condemn the act as a "clear violation" of the U.N. Charter and "the norms of international conduct." n270 Individual states had varied reactions to Israel's actions. Some states agreed with the doctrine of anticipatory defense, but condemned the incident for lack of imminence: there was no "instant and overwhelming need for self-defense." n271 Other states simply rejected the principle of anticipatory self-defense. n272 The United States condemned the incident, citing the fact that peaceful means were not pursued, given that the International Atomic Energy Agency (IAEA) did not have evidence that the reactor would be used to develop [\*304] nuclear weapons. n273 Under a Caroline analysis, it can be argued that both necessity and proportionality were present. The possibility of nuclear armament and the state of hostilities between Israel and Iraq suggest there could have been a grave threat to Israel, satisfying the necessity prong of the Caroline doctrine. The action taken, a targeted destruction of the "threat" (the nuclear reactor), seems to meet the proportionality requirement. n274 Imminence, however, was clearly not present. n275 The threat to Israel had not been "of such an immediate nature that instant armed force [was] the only way to ward off the blow." n276 From this incident, we have a possible recognition of the principle of anticipatory self-defense, though it was not in fact viewed to be present here. n277 D. 2007 Israeli Attack on a Syrian Nuclear Facility In the early hours of September 6, 2007, Israeli jets launched an attack on an undisclosed target near Al-Kibar in north-eastern Syria. n278 While the Syrian government has never admitted it, the general consensus of the international community is that the target of the attack was a secret Syrian nuclear reactor, and that it was destroyed in the attack. n279 The first official intelligence report regarding the target was released by the United States in April 2008. n280 This report stated that there was evidence as early as spring 2007 that the Syrian target "was a nearly completed nuclear reactor intended to produce plutonium for a weapons programme." n281 The report also indicated that the complex was [\*305] "weeks and possibly months from operational capacity." n282 To support the intelligence conclusions of the United States, IAEA investigators did discover plutonium particles at the Al-Kibar site. n283 The IAEA all but officially concluded that the Al-Kibar site was a nuclear reactor when the IAEA Director General Yukiya Amono "explicitly confirmed" that the destroyed facility was "a nuclear reactor under construction." n284 Interestingly, Syria's immediate reaction to the attack was rather muted. On September 9, 2007, Syria registered an official complaint with the U.N. Security Council and General Assembly, asserting only that "Israel had committed a breach of the airspace of the Syrian Arab Republic." n285 The complaint also asserted that during the attack, Israel "dropped some munitions but without managing to cause any human casualties or material damage." n286 [\*306] More interestingly, the international reaction to the incident was also muted. Israel itself, while eventually admitting that they were responsible for the attack, n287 did not provide any legal justifications for the attack. n288 While the United States issued "tentative support" for the attack, no states other than Syria condemned the incident. n289 Professor Garwood-Gowers asserts that even under the customary international law doctrine of anticipatory self-defense, this attack on Syria is clearly unlawful under current international law by failing to meet the requirements of necessity and imminence. n290 Specifically, he cites Israel's failure to "exhaust peaceful means of resolving its concerns over Syria's nuclear intentions" through either the IAEA or the U.N. Security Council. n291 In analyzing this incident, Garwood-Gowers seeks to evaluate whether the state of modern international law regarding the use of preventive force has changed. n292 "If the international community's response ... indicates general acceptance of a new practice or interpretation, then it can be said that a change to customary international law has taken place." n293 Garwood-Gowers explains that any "significant opposition" would be enough to disrupt any [\*307] display of "general acceptance," indicating that international law remains unchanged. n294 He concludes that while there is still no "general acceptance" sufficient to mark a shift in international law, the incident does reflect a shift in state practice that "indicates a broader lack of concern over the legality of relatively minor uses of force." n295 The muted reaction by the international community may demonstrate that even though such an attack may be illegal under current international law, it may be that the international community does not view the incident as illegitimate. These incidents do not clearly demonstrate that using of force in anticipatory self-defense is definitively legal, or even legitimate, under modern international law. Yet they provide guidance as to what situations do and do not warrant use of non-reactive force in the eyes of this same international community. n296 The Six Day War strongly suggests that there are situations in which "non-reactive" uses of force would be widely seen as legitimate. n297 Overt preparations for attack, as in the Cuban Missile Crisis and the Six Day War, appear to warrant acts bordering on "unlawful" under the restrictive interpretation of Article 2(4)'s prohibition on the use of force. n298 These situations are thus more likely to warrant acceptance of using force in anticipatory self-defense. Nevertheless, overt hostility with the mere possibility of nuclear weapon development, such as in the Osirak incident, n299 does not appear to automatically warrant the use of force. These various incidents thus provide real world examples of what the international community would consider necessary, proportionate, and imminent. The most controversial element seems to be imminence. These incidents provide the baseline to which the three prongs of the Caroline doctrine can be applied in evaluating whether the present conflict between Israel and Iran constitutes such imminence as would justify a preemptive strike. [\*308] V. Today: Israel and Iran A. History While it may be hard to believe in today's era of hostility and threat, history reveals that Israel and Iran have not always been enemies. In World War II, Iranian diplomats helped save "thousands of Jews" from the Holocaust. n300 Iran was one of the first Muslim nations to establish economic and trade ties with Israel. n301 Indeed, Iran has a long history of "Jews [being] welcome members of Iranian society." n302 The two states were allies for a period spanning almost three decades, united by the common "enemy" of Sunni Arabs. n303 The friendly economic ties between the two nations changed in 1979 with Iran's Islamic Revolution. n304 The Ayatollah that ousted the Shah in the revolution preached strong anti-Israeli rhetoric, setting the stage for the severe decline of Iran-Israel relations in modern Iran. n305 This history of cooperation is a far cry from today's state of affairs, where Iran proclaims a strong anti-Israeli stance. Iran's support of Hamas and Hezbollah, two militant groups that seek the destruction of Israel, exemplifies the current view of Iran towards Israel and has often been cited by Israel in their reasons to need to take defensive measures against Iran. n306 B. Current Events For Iran to be a threat to Israel, it has to have both the capability to attack Israel with nuclear weapons and the intention to do so. n307

 [\*309]

1. Capability: Iran's Nuclear Development

Towards the end of 2011 and into the early part of 2012, world tensions concerning Iran's nuclear program mounted quite dramatically. n308 Iran's nuclear program has been a controversial issue since the program's "re-birth" in the 1990s. n309 Though Iran is a signatory to the Nuclear Non-Proliferation Treaty, n310 members of the international community have long been suspicious of the purposes underlying Iran's clandestine nuclear research. n311 Many worry that Iran is seeking to develop nuclear weapons. n312 Yet Iran has consistently asserted that its nuclear program is purely for peaceful purposes. n313

The most recent round of mounting tensions was marked by a November 2011 IAEA report n314 indicating Iran may be "carrying out activities relevant to the development of a nuclear device." n315 The report was "the harshest judgment that United Nations weapons inspectors had ever issued" against Iran's program. n316 It reports that Iran is employing a variety of "research, development and testing activities ... that would be useful in designing a nuclear weapon." n317 It does not, however, provide an estimate on [\*310] how long it will be before Iran develops nuclear weapons. n318 Yet should Iran enrich its uranium to 90%, it would have enough enriched uranium for four nuclear weapons. n319 A separate report estimates that Iran could develop nuclear weapons in sixty-two days or less. n320

Following the release of the November IAEA report, the United States and Europe began a series of economic sanctions intending to derail Iran's nuclear development. n321 The sanctions target both Iran's access to foreign banks and financial institutions, as well as companies involved in Iran's nuclear, oil, and petrochemical industries. n322 These sanctions appear to have an effect on Iran's economy. n323 Iranian leaders, in response to the strains on the economy resulting from the sanctions, have been making public statements encouraging "Iranian self-reliance and resentment toward the West." n324 Iran also threatened to close the Strait of Hormuz, "a vital artery for transporting about one-fifth of the world's oil supply." n325 Some commentators believe that these "aggressive gestures" may demonstrate that Iranian leaders are responding "frantically, and with increasing unpredictability" to the sanctions. n326

In February 2012, the IAEA released another report. n327 This [\*311] report indicates Iran may not be cooperating sufficiently with IAEA, as Iran refused to grant the IAEA inspectors access to one of their nuclear sites and dismissed IAEA's November concerns because "Iran considered them to be based on unfounded allegations." n328 Most significantly, however, the report shows a dramatic increase in Iran's production of enriched uranium: a nearly 50% increase in Iran's stockpile since the IAEA's November report. n329 Iran already has enough enriched uranium to build four nuclear weapons, should it attempt to build them. n330 The report concludes by stating that the IAEA "is unable ... to conclude that all nuclear material in Iran is in peaceful activities" and "continues to have serious concerns regarding possible military dimensions to Iran's nuclear programme." n331

The summer of **2012 saw an increase in concerns over the volatility of the Israel-Iran situation**. An August 2012 IAEA report revealed that Iran has indeed completed installation of three-quarters of the centrifuges it would need to develop "nuclear fuel" in a deep underground site. n332 Further, Iran has "cleansed" a site that IAEA inspectors suspect was used to conduct "explosive experiments that could be relevant to the production of a nuclear weapon" - such a cleanup impedes the ability of IAEA inspectors to determine what work exactly had been conducted at the site. n333 These IAEA concerns have culminated in an official IAEA resolution, passed on September 13, 2012, that rebukes Iran for the continued development of its nuclear program. n334 The jump in enriched uranium production, coupled with Iran's [\*312] lack of transparency, quite rightly exacerbates international concern about "Iran's march toward nuclear-weapons capability." n335 2. Intention: Iran-Israel Tensions For almost twenty years, **Israel has asserted that Iran poses** an "existential threat" **to Israel**. n336 In 2005, President Mahmoud Ahmadinejad, at a conference entitled "The World without Zionism," made the following statement: Our dear Imam [Ayatollah Ruhollah Khomeini] said that the occupying regime must be wiped off the map and this was a very wise statement. We cannot compromise over the issue of Palestine. Is it possible to create a new front in the heart of an old front. This would be a defeat and whoever accepts the legitimacy of [Israel] has in fact, signed the defeat of the Islamic world. n337 It should be noted, however, that shortly after this speech was posted, it was removed from its original website and Iran's foreign ministry "insisted [Iran] had no intention of attacking Israel." n338 Yet the President himself insisted that his remarks were "just." n339 Ayatollah Khomeini, Iran's supreme religious leader, referred to Israel as a "cancerous tumor." n340 One scholar noted in 1996 that "Israel faces serious and unprecedented danger from Iran" stemming from "that revolutionary Islamic regime's ... unalterable commitment to destruction of the Jewish State." n341 **In Israel, top officials are openly considering** conducting **a** [\*313] preemptive strike **on Iran's nuclear program**. n342 In early November, Israel simulated a "mass-casualty attack," which prompted speculations that Israel was simulating an attack on Iran. n343 In the past, Israeli Prime Minister Benjamin **Netanyahu has asserted** that if the United States does not prevent Iran from acquiring nuclear weapons, "**Israel may be forced to attack Iran's nuclear facilities itself**." n344 More recently, Prime Minister Netanyahu and Ehud Barak, Israel's defense minister, have publicly supported an Israeli preemptive strike against Iran's nuclear program. n345 Barak has outlined three questions that Israel would have to answer in the affirmative to order to preemptively strike Iran: 1. Does Israel have the ability to cause severe damage to Iran's nuclear sites and bring about a major delay in the Iranian nuclear project? And can the military and the Israeli people withstand the inevitable counterattack? 2. Does Israel have overt or tacit support, particularly from America, for carrying out an attack? 3. Have all other possibilities for the containment of Iran's nuclear threat been exhausted, bringing Israel to the point of last resort? If so, is this the last opportunity for an attack? n346 [\*314] While Israeli leaders assert that there is no deadline to make the final decision of whether to strike and assure the public that such a decision is not imminent, Barak warned in January 2012 that "no more than one year remains to stop Iran from obtaining nuclear weaponry." n347 If Israel is to conduct a preemptive strike to take out Iran's nuclear program, they must do so before "Iran's accumulated know-how, raw materials, experience and equipment ... will be such that an attack could not derail the nuclear project." n348 This point in the Iranian nuclear program, when the program enters its "immunity zone," may be reached as early as the fall of 2012. n349 In response to these threats of preemptive strike, **Iran has in turn made threats of its own**. n350 The day after the IAEA released its February report, which indicated extensive developments in Iran's nuclear program, n351 Iran stated that any Israeli attacks on Iranian nuclear installations "will undoubtedly lead to the collapse of the [Zionist] regime." n352 **Iran has threatened retaliation through its long-range missile program**. n353 In November, **Iran also asserted it would attack NATO bases in Turkey if either Israel or the U**nited **S**tates **launched an attack against Iran**. n354 Overall, it appears that Iran does not presently have the capability to employ nuclear weapons, but the prospect of attaining this capability is growing increasingly - and worryingly - likely. Iran's intention to use these weapons against Israel is not definite or transparent, but it is still a possibility. n355 Strikingly, **the clearest Iranian threats against Israel are** seen primarily **in the context of warning Israel of the possibility of** [\*315] **retaliation against an Israeli preemptive strike**. n356 It is in this convoluted history of threat-and-reaction that it is necessary to anticipate whether an Israeli preemptive strike on Iran's nuclear program would be legal or legitimate under modern international law.

C. Analysis

Under a restrictive interpretation of the U.N. Charter, Israel would not be justified in attacking Iran's nuclear program because Iran has not yet conducted an "armed attack." n357 Yet most authorities agree that Israel would be justified in a preemptive strike against Iran if the imminence of an Iranian attack were "clear." n358 An analysis under customary international law's Caroline doctrine provides the foundation to determine whether the possibility of an Iranian nuclear attack on Israel is sufficiently imminent to justify an Israeli preemptive strike. However, as discussed in Part II.A, the present analytical framework under customary international law is vague and difficult to apply. n359 To supplement the traditional Caroline analysis, this comment will also apply the analytical framework proposed by David Sadoff, which offers clear factors to guide an analysis of whether an Israeli preemptive strike would be acceptable under modern international law. n360

1. Customary International Law

The Caroline doctrine, which underlies the customary international law analysis of anticipatory self-defense, has three prongs: necessity, proportionality, and imminence. n361 Assessing the necessity and proportionality prongs of the Caroline doctrine is straightforward for the purposes of this comment. Necessity requires that an action be "necessary to defend ... against an impending attack" and occur only after peaceful measures have [\*316] been exhausted. n362 Successfully defending against a nuclear attack requires, by its very nature, a preemptive strike because an attack would decimate a nation instantly. n363 In addition, it might be argued that peaceful measures have been exhausted if Iran continues its present course of action: non-cooperation with U.N. inspectors and apparent development of nuclear weapons, in contravention of the Non-Proliferation Treaty n364 and in spite of the international pressure of multilateral economic sanctions. Thus, for the purposes of this comment, a preemptive strike to deter the threat of nuclear attack would meet the "necessity" requirement of the Caroline doctrine.

Proportionality requires that action should not exceed what is minimally necessary to respond to a threat. n365 It would be in Israel's diplomatic interests to respond with only the minimum required to avert the threat of nuclear attack. A preemptive strike that neutralizes Iran's nuclear program and does not exceed the immediate threat to Israel to pursue "broader offensive or strategic goals" would satisfy the requirement of proportionality. n366

With the assumption that an Israeli preemptive strike would meet both the necessity and proportionality prongs of a customary international law analysis, this comment focuses on whether the threat posed by Iran is sufficiently imminent to allow an Israeli preemptive strike. As imminence is implicitly fact-based, this comment will compare the present situation to the two incidents that provide the most guidance on whether an act of anticipatory self-defense is justified: the 1967 Six Day War, in which Israel was considered justified in its defensive actions, n367 and the 1981 Israeli attack on Osirak, which was uniformly condemned. n368

As discussed in Part III.B, several threats were present in the [\*317] period leading up to the Six Day War that support the conclusion that the threat of an Egyptian armed attack on Israel was "imminent:" (1) Egypt's troops were mobilized at Israel's border, (2) Egypt was forming military ties with Israel's enemies, (3) Egypt ordered the removal of the U.N. troops who were present for conflict-diffusing purposes, (4) Egypt invoked a blockade on Israel's trade, and (5) the leader of Egypt proclaimed a goal of "destroying" Israel. As Israel's strike on Egypt's troops was generally considered to be legitimate by the international community, it is these factors, taken together, that seem to meet the "imminence" requirement of customary international law.

Israel, taken in the light most favorable to an argument for legitimacy, may face two of these Six Day War factors in the present situation with Iran. First, it is widely reported that Iranian leaders believe that Israel should be "wiped off the map." n369 This is somewhat similar to the threats by Egypt's leader that preceded the Six Day War. n370 However, other than a few well-publicized statements from public leaders, there does not appear to be any further corroborations of an intention to attack Israel. n371

Developing nuclear weapons, because of their first-strike capabilities, may be tantamount to a mobilization of troops. With nuclear capability, Iran would be able to attack Israel as swiftly as if it had a legion of troops on Israel's border. However, the mobilization of troops in the Six Day War was a threat that was unique to Israel, due to the geographical nature of the region. n372 Comparatively, there is no strong tie between Iran's nuclear program and Israel that would indicate that such a "mobilization," if it were to be considered such, would be specifically targeting Israel. The only tie that could conceivably serve as such a link is Iran's professed hatred of the Jewish state. n373 However, the remaining three factors from the Six Day War - developing [\*318] regional military ties, a blockade, and the removal of U.N. troops - are not present. The absence of these factors indicates that the threat currently posed by Iran only moderately resembles the threat posed by Egypt preceding the Six Day War.

The present situation between Israel and Iran more closely resembles Israel's attack on the Osirak reactor in 1981, which was widely regarded as an unacceptable use of force under customary international law. n374 Several factors that were considered to be insufficient to justify an act of anticipatory self-defense are present here: the development of nuclear weapons and the attendant risk of a nuclear first strike; IAEA reports indicating that Iran's nuclear program are quite possibly directed towards the development of nuclear weapons; and a high production of enriched uranium that could be intended for use in nuclear weapons. n375 However, the IAEA reports and the vast quantities of enriched uranium indicate that there may an even stronger argument for an "imminent attack" by Iran today.

The presence of these factors, without more, does not rise to the "imminence" seen in the Six Day War. First, two factors articulated by Professor Greenwood are not definitively present: n376 possession of weapons and an intention to use these weapons. The IAEA has not reported that Iran actually has, or will soon have, nuclear weapons; it merely suggests that there may be military dimensions to the nuclear program. n377 Second, though it seems clear that Iranian leaders would prefer that Israel not exist, this does not necessarily equate to an "intention" to use nuclear weapons - should they come into Iran's possession - against the Israeli state.

While Israel may have a stronger argument for imminence today than it did in 1981, the present situation bears much stronger resemblance to the 1981 Osirak incident, where imminence was clearly not found, than to the 1967 Six Day War. As the Iranian threat against Israel does not rise to the imminence required by the Caroline doctrine, an Israeli preemptive strike against Iran would not be legal under customary international law.

 [\*319]

2. Sadoff's Framework

The analytical framework proposed by David Sadoff offers an analysis of anticipatory self-defense that is significanltly less vague than analysis available under customary international law. The first component of Sadoff's framework, properly gauging the threat, is precisely the task undertaken by this comment. Sadoff's framework breaks down this component in a way that reflects and clarifies the "imminence" analysis of the Caroline doctrine. This framework analyzes the factors of (a) the nature and scale, (b) the likelihood, and (c) the timing of the threat to determine whether a threat would be sufficiently imminent to justify an act of anticipatory self-defense. n378

First, assessing the nature and scale of an Iranian nuclear attack is fairly straightforward. Israel fears facing the threat of "first strike" nuclear attack, which would leave little or no time for Israel to respond defensively once launched. n379 Israel would likely receive little to no warning of a nuclear launch. Such an attack could decimate the entirety of the Israeli state. The nature and scale of the threat is likely the gravest threat imaginable.

The "likelihood" of the attack, however, is much more ambiguous. First, the statements by Iranian leaders that demonstrate a desire to see Israel "wiped off the map," n380 though troubling, do not seem to effectively constitute a "public expression" of a "will to attack." n381 The intent of the attacker here is couched in public rhetoric. Though there are strong ideological tensions embodied in Israeli-Arab conflict that engulf the entirety of the Middle East. n382 There is little doubt that Iranian leaders would be happy to have a world without the Israeli state, this does not indicate a clear intention to launch an attack. Second, Iran does not presently have the capacity to mount the attack. n383 Though Iran is possibly on the path to achieving this capacity, n384 it [\*320] is not synonymous with being on the path to actually using nuclear weapons against Israel. There does not seem to be any certainty that a nuclear attack on Israel will occur. Thus, the present situation is not a matter of when, but of if. n385 Third, Sadoff's framework considers the international community's reaction to a nuclear attack on Israel. n386 Such a reaction would be extremely condemnatory, and would likely deter such an attack. Though Iran expresses strong anti-Israel sentiments, it has not outwardly expressed any intention to attack and does not presently have the capacity to attack.

The third factor in gauging the threat, timing, is interspersed with the likelihood factor. Sadoff suggests similar questions for the assessment of these two components. n387 This seems appropriate. If an attack is not very likely to occur, then it is moot to consider whether the timing of an attack is sufficiently immediate to justify a pre-emptive strike.

3. Considerations

Under the analyses of both the customary international law and Sadoff's frameworks, an Israeli preemptive strike on Iran would be neither legitimate nor legal. The legality afforded by the Caroline doctrine is restricted to situations where the threat of attack is imminent and the use of force employed to defend is necessary and proportionate to the threat posed. n388 Though a threat of nuclear attack would be very serious, such a threat from Iran is not presently imminent. Yet if a nuclear threat were to become "imminent" under the Caroline doctrine or "likely" under the Sadoff framework, using preemptive force to deter an attack would be justified.

Also significant to the Caroline doctrine's approach is that there are more options available to Israel than just using force. First, Israel has the option of appealing to the U.N. Security [\*321] Council, which may authorize the preemptive use of force through its Chapter VII authority. n389 Second, **the use of diplomatic pressure and international sanctions by Israel's allies** n390 **has not been exhausted, and may yet** prove successful **in subduing Iran as a nuclear threat**. **The evidence that the economic sanctions are having an effect on Ira**n, though sparking worry in some due to concerns the leaders may be acting more erratically, n391 **is actually a strong indicator that** alternatives to using force are working. VI. Conclusion There are several problems in the traditional customary international law framework of analyzing necessity, proportionality, and imminence to evaluate uses of force in anticipatory self-defense. First, the rules that govern use of force must be generally known. n392 The expansivist-restrictionist doctrinal debate concerning the strict legality of anticipatory self-defense under Article 51 creates ambiguity inunderstandings of the law. This ambiguity **undermines the ability of the international community to reach consensus in condemning or endorsing uses of force in anticipation of an armed attack**. Yet the solution cannot be found in choosing one side over the other. On one hand, adopting the restrictivist approach to Article 51 of the U.N. Charter and precluding the legality of using force in any instance not first preceded by an "armed attack" would leave nations vulnerable to first strikes that threaten state survival. n393 On the other hand, **adopting** the expansivist approach can leave too much room for using force in self-defense **where there is no actual imminence of a threatened attack**. n394

 [\*322] Second, the rules that govern use of force must be generally accepted. The current legal framework is unsuited to the realities of modern warfare, where weapons of mass destruction carry first-strike capabilities that leave no opportunity for self-defense. Modern international law must have the flexibility to recognize the right of a state to use preemptive force when it is the only defense available against an attack threatening the state's very existence. Without this flexibility, the legal order loses legitimacy. Without general acceptance of the laws that should bind, these laws lose their normative and prescriptive value. n395

Expansive overhaul of the modern international legal order is not the solution. Customary international law is established by the general practices of states, which in turn generates a collective sense of legal obligation. n396 If changes to modern international law occur too quickly and in too high a degree, it will be even more difficult for laws to be generally known. Another risk is that any large overhaul may favor the large, powerful states at the expense of states with less influence. n397 The solution should be incremental changes to the existing legal framework. This would allow the law to retain its normative value that would favor all states as equal entities under the law. Incremental changes would also allow the law to develop at a pace with which international consensus can keep up.

Incorporating legitimacy into modern international law is a priority. Legitimacy ensures the general acceptance necessary to sustain a legal order. The criteria suggested by the U.N. High-Level Panel on Threats, Challenges and Change is a good starting point. n398 The Panel encourages the U.N. Security Council to address these criteria when deciding whether to authorize or endorse the use of military force in anticipatory self-defense. n399 However, the U.N. should affirmatively endorse consideration of these criteria to member-states and to intergovernmental [\*323] organizations charged with moderating international use of force. n400 In addition, modern law should formally incorporate consideration of the normative views of both state actors and non-state actors, including the nongovernmental organizations and the press.

Furthermore, the international community needs predictability and transparency in modern international law to assure legitimacy. A clear, practicable framework for the evaluation of uses of force must be adopted. The framework proposed by David Sadoff would be a good candidate. His proposal incorporates the traditional Caroline model of analysis while also including a mode of assessment of modern day considerations, such as nuclear threats. n401 The framework lists numerous factors to consider when gauging the severity of a threat. Factors such as these will help create a clear method to evaluate use of force, which will result in predictability and transparency in future evaluations.

Under both traditional and alternative analyses, Israel would not be **presently justified** to preemptively strike Iran's nuclear program. Under the customary international law analysis, Israel would not be justified because the threat is not yet imminent: Iran has not demonstrated a clear intent to attack Israel and does not yet have the capability to carry out a nuclear attack. Under Sadoff's proposed framework, Israel would not be justified for many of the same reasons: there is not a sufficient likelihood that an attack would occur. There is room**, however,** for Israel to justify a preemptive strike **under the "preventive" self-defense approach, in which a preemptive strike may occur though the threat is more temporally removed.** n402 This demonstrates the danger inherent in adopting such an approach, which discounts the importance of anticipatory force being used only as a "last resort." An approach that strays too far from existing modern law norms runs the risk of endorsing actions that would be widely viewed as illegitimate. n403 [\*324] An additional consideration is that under a legitimacy argument, the danger that a nuclear Iran poses to global peace and security may be enough to justify a preemptive strike in order to ensure global security. Many nations have indeed spoken out against Iran's development of nuclear weapons. By several accounts, a nuclear-capable Iran would be a serious threat to the entire Middle East region and the world. n404 For example, Algerian ministers claim that once Iran achieves nuclear capability, they will share the technology with "its fellow Muslim nations." n405 **However**, this danger should not be addressed by the unilateral assessment of a paternalistic nation, such as the United States. If the threat Iran poses to global security warrants a preemptive strike, then multilateral action by the U.N. Security Council should be taken. n406 In conclusion, though it is tempting to simply "rewrite the rules" to adapt the traditional international laws to address modern day threats, **doing so would disrupt the international legal order.** **Deficiencies in the modern legal framework should be addressed** incrementally, **with** a priority given to **incorporating legitimacy and creating clear, practicable standards to evaluate use of force in anticipatory self-defense**. Such a framework would clarify the [\*325] present illegitimacy and illegality of an Israeli strike on Iran's nuclear program. Wide recognition of the illegitimacy of a strike would lead to international condemnation, thus foiling the trigger that would lead the world into World War III.

## Solvency

## 2AC Circumvention

 (No impact – separation of legal regimes solves even if Obama creates new zones)

No circumvention

David J. Barron 8, Professor of Law at Harvard Law School and Martin S. Lederman, Visiting Professor of Law at the Georgetown University Law Center, “The Commander in Chief at the Lowest Ebb -- A Constitutional History”, Harvard Law Review, February, 121 Harv. L. Rev. 941, Lexis

In addition to offering important guidance concerning the congressional role, our historical review also illuminates the practices of the President in creating the constitutional law of war powers at the "lowest ebb." Given the apparent advantages to the Executive of possessing preclusive powers in this area, it is tempting to think that Commanders in Chief would always have claimed a unilateral and unregulable authority to determine the conduct of military operations. And yet, as we show, for most of our history, the presidential practice was otherwise. Several of our most esteemed Presidents - Washington, Lincoln, and both Roosevelts, among others - never invoked the sort of preclusive claims of authority that some modern Presidents appear to embrace without pause. In fact, no Chief Executive did so in any clear way until the onset of the Korean War, even when they confronted problematic restrictions, some of which could not be fully interpreted away and some of which even purported to regulate troop deployments and the actions of troops already deployed. Even since claims of preclusive power emerged in full, the practice within the executive branch has waxed and waned. No consensus among modern Presidents has crystallized. Indeed, rather than denying the authority of Congress to act in this area, some modern Presidents, like their predecessors, have acknowledged the constitutionality of legislative regulation. They have therefore concentrated their efforts on making effective use of other presidential authorities and institutional [\*949] advantages to shape military matters to their preferred design. n11 In sum, there has been much less executive assertion of an inviolate power over the conduct of military campaigns than one might think. And, perhaps most importantly, until recently there has been almost no actual defiance of statutory limitations predicated on such a constitutional theory. This repeated, though not unbroken, deferential executive branch stance is not, we think, best understood as evidence of the timidity of prior Commanders in Chief. Nor do we think it is the accidental result of political conditions that just happened to make it expedient for all of these Executives to refrain from lodging such a constitutional objection. This consistent pattern of executive behavior is more accurately viewed as reflecting deeply rooted norms and understandings of how the Constitution structures conflict between the branches over war. In particular, this well-developed executive branch practice appears to be premised on the assumption that the constitutional plan requires the nation's chief commander to guard his supervisory powers over the military chain of command jealously, to be willing to act in times of exigency if Congress is not available for consultation, and to use the very powerful weapon of the veto to forestall unacceptable limits proposed in the midst of military conflict - but that otherwise, the Constitution compels the Commander in Chief to comply with legislative restrictions. In this way, the founding legal charter itself exhorts the President to justify controversial military judgments to a sympathetic but sometimes skeptical or demanding legislature and nation, not only for the sake of liberty, but also for effective and prudent conduct of military operations. Justice Jackson's famous instruction that "with all its defects, delays and inconveniences, men have discovered no technique for long preserving free government except that the Executive be under the law, and that the law be made by parliamentary deliberations" n12 continues to have a strong pull on the constitutional imagination. n13 What emerges from our analysis is how much pull it seemed to [\*950] have on the executive branch itself for most of our history of war powers development.

# 1AR

## circumvention

No circumvention

David J. Barron 8, Professor of Law at Harvard Law School and Martin S. Lederman, Visiting Professor of Law at the Georgetown University Law Center, “The Commander in Chief at the Lowest Ebb -- A Constitutional History”, Harvard Law Review, February, 121 Harv. L. Rev. 941, Lexis

In addition to offering important guidance concerning the congressional role, our historical review also illuminates the practices of the President in creating the constitutional law of war powers at the "lowest ebb." Given the apparent advantages to the Executive of possessing preclusive powers in this area, it is tempting to think that Commanders in Chief would always have claimed a unilateral and unregulable authority to determine the conduct of military operations. And yet, as we show, for most of our history, the presidential practice was otherwise. Several of our most esteemed Presidents - Washington, Lincoln, and both Roosevelts, among others - never invoked the sort of preclusive claims of authority that some modern Presidents appear to embrace without pause. In fact, no Chief Executive did so in any clear way until the onset of the Korean War, even when they confronted problematic restrictions, some of which could not be fully interpreted away and some of which even purported to regulate troop deployments and the actions of troops already deployed. Even since claims of preclusive power emerged in full, the practice within the executive branch has waxed and waned. No consensus among modern Presidents has crystallized. Indeed, rather than denying the authority of Congress to act in this area, some modern Presidents, like their predecessors, have acknowledged the constitutionality of legislative regulation. They have therefore concentrated their efforts on making effective use of other presidential authorities and institutional [\*949] advantages to shape military matters to their preferred design. n11 In sum, there has been much less executive assertion of an inviolate power over the conduct of military campaigns than one might think. And, perhaps most importantly, until recently there has been almost no actual defiance of statutory limitations pred

icated on such a constitutional theory. This repeated, though not unbroken, deferential executive branch stance is not, we think, best understood as evidence of the timidity of prior Commanders in Chief. Nor do we think it is the accidental result of political conditions that just happened to make it expedient for all of these Executives to refrain from lodging such a constitutional objection. This consistent pattern of executive behavior is more accurately viewed as reflecting deeply rooted norms and understandings of how the Constitution structures conflict between the branches over war. In particular, this well-developed executive branch practice appears to be premised on the assumption that the constitutional plan requires the nation's chief commander to guard his supervisory powers over the military chain of command jealously, to be willing to act in times of exigency if Congress is not available for consultation, and to use the very powerful weapon of the veto to forestall unacceptable limits proposed in the midst of military conflict - but that otherwise, the Constitution compels the Commander in Chief to comply with legislative restrictions. In this way, the founding legal charter itself exhorts the President to justify controversial military judgments to a sympathetic but sometimes skeptical or demanding legislature and nation, not only for the sake of liberty, but also for effective and prudent conduct of military operations. Justice Jackson's famous instruction that "with all its defects, delays and inconveniences, men have discovered no technique for long preserving free government except that the Executive be under the law, and that the law be made by parliamentary deliberations" n12 continues to have a strong pull on the constitutional imagination. n13 What emerges from our analysis is how much pull it seemed to [\*950] have on the executive branch itself for most of our history of war powers development.

President believes he is constrained by statute

Saikrishna Prakash 12**,** professor of law at the University of Virginia and Michael Ramsey, professor of law at San Diego, “The Goldilocks Executive” Feb, SSRN

We accept that the President’s lawyers search for legal arguments to justify presidential action, that they find the President’s policy preferences legal more often than they do not, and that the President sometimes disregards their conclusions. But the close attention the Executive pays to legal constraints suggests that the President (who, after all, is in a good position to know) **believes** himself constrained by law. Perhaps Posner and Vermeule believe that the President is mistaken. But we think, to the contrary, it represents the President’s recognition of the various constraints we have listed, and his appreciation that attempting to operate outside the bounds of law would trigger censure from Congress, courts, and the public.

## overview

All lives are infinitely valuable, the only ethical option is to maximize the number saved

**Cummisky, 96** (David, professor of philosophy at Bates, Kantian Consequentialism, p. 131)

Finally, even if one grants that saving two persons with dignity cannot outweigh and compensate for killing one—because dignity cannot be added and summed in this way—this point still does not justify deontologieal constraints. On the extreme interpretation, why would not killing one person be a stronger obligation than saving two persons? If I am concerned with the priceless dignity of each, it would seem that 1 may still saw two; it is just that my reason cannot be that the two compensate for the loss of the one. Consider Hills example of a priceless object: If I can save two of three priceless statutes only by destroying one. Then 1 cannot claim that saving two makes up for the loss of the one. But Similarly, the loss of the two is not outweighed by the one that was not destroyed. Indeed, even if dignity cannot be simply summed up. How is the extreme interpretation inconsistent with the idea that I should save as many priceless objects as possible? Even if two do not simply outweigh and thus compensate for the lass of the one, each is priceless: thus, I have good reason to save as many as I can. In short, it is not clear how the extreme interpretation justifies the ordinary killing'letting-die distinction or even how it conflicts with the conclusion that the more persons with dignity who are saved, the better.\*

## AT: Roleplaying Bad [General]

Analysis of policy is particularly empowering, even if we’re not the USFG

Shulock 99

Nancy, PROFESSOR OF PUBLIC POLICY --- professor of Public Policy and Administration and director of the Institute for Higher Education Leadership & Policy (IHELP) at Sacramento State University, The Paradox of Policy Analysis: If It Is Not Used, Why Do We Produce So Much of It?, Journal of Policy Analysis and Management, Vol. 18, No. 2, 226–244 (1999)

In my view, none of these radical changes is necessary. **As interesting as our politics might be with the kinds of changes outlined by proponents of** participatory and **critical policy analysis,** **we do not need these changes to justify our investment in policy analysis.** **Policy analysis already involves discourse, introduces ideas** into politics, **and affects policy outcomes**. The problem is not that policymakers refuse to understand the value of traditional policy analysis or that policy analysts have not learned to be properly interactive with stakeholders and reflective of multiple and nontechnocratic perspectives. The problem, in my view, is only that policy analysts, policymakers, and observers alike do not recognize policy analysis for what it is. **Policy analysis has changed**, right along with the policy process, to become the provider of ideas and frames, to help sustain the discourse that shapes citizen preferences, and to provide the appearance of rationality in an increasingly complex political environment. Regardless of what the textbooks say, there does not need to be a client in order for ideas from policy analysis to resonate through the policy environment.10¶ Certainly there is room to make our politics more inclusive. But **those critics who see policy analysis as a tool of the power elite might be less concerned if they understood that analysts are only adding to the debate**—they are unlikely to be handing ready-made policy solutions to elite decisionmakers for implementation. Analysts themselves might be more contented if they started appreciating the appropriation of their ideas by the whole gamut of policy participants and stopped counting the number of times their clients acted upon their proposed solutions. And **the cynics disdainful of the purported objectivism of analysis might relax if analysts themselves would acknowledge that they are seeking not truth**, **but to elevate the level of debate with a compelling, evidence-based presentation of their perspectives. Whereas critics call**, **unrealistically** in my view, **for analysts to** present competing perspectives on an issue or to “**design a discourse among multiple perspectives,” I see no reason why an individual analyst must do this** when multiple perspectives are already in abundance, brought by multiple analysts. If we would acknowledge that policy analysis does not occur under a private, contractual process whereby hired hands advise only their clients, we would not worry that clients get only one perspective.¶ **Policy analysis is used, far more extensively than is commonly believed**. Its **use could be appreciated and expanded if policymakers, citizens, and analysts themselves began to present it more accuratel**y, not as a comprehensive, problem-solving, scientific enterprise, but **as a contributor to informed discourse**. For years Lindblom [1965, 1968, 1979, 1986, 1990] has argued that we should understand policy analysis for the limited tool that it is—just one of several routes to social problem solving, and an inferior route at that. Although I have learned much from Lindblom on this odyssey from traditional to interpretive policy analysis, my point is different. Lindblom sees analysis as having a very limited impact on policy change due to its ill-conceived reliance on science and its deluded attempts to impose comprehensive rationality on an incremental policy process. I, with the benefit of recent insights of Baumgartner, Jones, and others into the dynamics of policy change, see that **even with** these **limitations, policy analysis can have a major impact on policy. Ideas, aided by institutions and embraced by citizens, can reshape the policy landscape. Policy analysis can supply the ideas.**

## perm

Predictions and scenario building are valuable for decision-making, even if they’re not perfect

**Garrett 12**

Banning, In Search of Sand Piles and Butterflies, director of the Asia Program and Strategic Foresight Initiative at the Atlantic Council.

http://www.acus.org/disruptive\_change/search-sand-piles-and-butterflies

 “Disruptive change” that produces “strategic shocks” has become an increasing concern for policymakers, shaken by momentous events of the last couple of decades that were not on their radar screens – from the fall of the Berlin Wall and the 9/11 terrorist attacks to the 2008 financial crisis and the “Arab Spring.” These were all shocks to the international system, predictable perhaps in retrospect but predicted by very few experts or officials on the eve of their occurrence. This “failure” to predict specific strategic shocks does not mean we should abandon efforts to foresee disruptive change or look at all possible shocks as equally plausible. Most strategic shocks do not “come out of the blue.” We can understand and project long-term global trends and foresee at least some of their potential effects, including potential shocks and disruptive change. We can construct alternative futures scenarios to envision potential change, including strategic shocks. Based on trends and scenarios, we can take actions to avert possible undesirable outcomes or limit the damage should they occur. We can also identify potential opportunities or at least more desirable futures that we seek to seize through policy course corrections. We should distinguish “strategic shocks” that are developments that could happen at any time and yet may never occur. This would include such plausible possibilities as use of a nuclear device by terrorists or the emergence of an airborne human-to-human virus that could kill millions. Such possible but not inevitable developments would not necessarily be the result of worsening long-term trends. Like possible terrorist attacks, governments need to try to prepare for such possible catastrophes though they may never happen. But there are other potential disruptive changes, including those that create strategic shocks to the international system, that can result from identifiable trends that make them more likely in the future—for example, growing demand for food, water, energy and other resources with supplies failing to keep pace. We need to look for the “sand piles” that the trends are building and are subject to collapse at some point with an additional but indeterminable additional “grain of sand” and identify the potential for the sudden appearance of “butterflies” that might flap their wings and set off hurricanes. Mohamed Bouazizi, who immolated himself December 17, 2010 in Sidi Bouzid, Tunisia, was the butterfly who flapped his wings and (with the “force multiplier” of social media) set off a hurricane that is still blowing throughout the Middle East. Perhaps the metaphors are mixed, but the butterfly’s delicate flapping destabilized the sand piles (of rising food prices, unemployed students, corrupt government, etc.) that had been building in Tunisia, Egypt, and much of the region. The result was a sudden collapse and disruptive change that has created a strategic shock that is still producing tremors throughout the region. But the collapse was due to cumulative effects of identifiable and converging trends. When and what form change will take may be difficult if not impossible to foresee, but the likelihood of a tipping point being reached—that linear continuation of the present into the future is increasingly unlikely—can be foreseen. Foreseeing the direction of change and the likelihood of discontinuities, both sudden and protracted, is thus not beyond our capabilities. While efforts to understand and project long-term global trends cannot provide accurate predictions, for example, of the GDPs of China, India, and the United States in 2030, looking at economic and GDP growth trends, can provide insights into a wide range of possible outcomes. For example, it is a useful to assess the implications if the GDPs of these three countries each grew at currently projected average rates – even if one understands that there are many factors that can and likely will alter their trajectories. The projected growth trends of the three countries suggest that at some point in the next few decades, perhaps between 2015 and 2030, China’s GDP will surpass that of the United States. And by adding consideration of the economic impact of demographic trends (China’s aging and India’s youth bulge), there is a possibility that India will surpass both China and the US, perhaps by 2040 or 2050, to become the world’s largest economy. These potential shifts of economic power from the United States to China then to India would likely prove strategically disruptive on a global scale. Although slowly developing, such disruptive change would likely have an even greater strategic impact than the Arab Spring. The “rise” of China has already proved strategically disruptive, creating a potential China-United States regional rivalry in Asia two decades after Americans fretted about an emerging US conflict with a then-rising Japan challenging American economic supremacy. Despite uncertainty surrounding projections, foreseeing the possibility (some would say high likelihood) that China and then India will replace the United States as the largest global economy has near-term policy implications for the US and Europe. The potential long-term shift in economic clout and concomitant shift in political power and strategic position away from the US and the West and toward the East has implications for near-term policy choices. Policymakers could conclude, for example, that the West should make greater efforts to bring the emerging (or re-emerging) great powers into close consultation on the “rules of the game” and global governance as the West’s influence in shaping institutions and behavior is likely to significantly diminish over the next few decades. The alternative to finding such a near-term accommodation could be increasing mutual suspicions and hostility rather than trust and growing cooperation between rising and established powers—especially between China and the United States—leading to a fragmented, zero-sum world in which major global challenges like climate change and resource scarcities are not addressed and conflict over dwindling resources and markets intensifies and even bleeds into the military realm among the major actors. Neither of these scenarios may play out, of course. Other global trends suggest that sometime in the next several decades, the world could encounter a “hard ceiling” on resources availability and that climate change could throw the global economy into a tailspin, harming China and India even more than the United States. In this case, perhaps India and China would falter economically leading to internal instability and crises of governance, significantly reducing their rates of economic growth and their ability to project power and play a significant international role than might otherwise have been expected. But this scenario has other implications for policymakers, including dangers posed to Western interests from “failure” of China and/or India, which could produce huge strategic shocks to the global system, including a prolonged economic downturn in the West as well as the East. Thus, looking at relatively slowly developing trends can provide foresight for necessary course corrections now to avert catastrophic disruptive change or prepare to be more resilient if foreseeable but unavoidable shocks occur. Policymakers and the public will press for predictions and criticize government officials and intelligence agencies when momentous events “catch us by surprise.” But unfortunately, as both Yogi Berra and Neils Bohr are credited with saying, “prediction is very hard, especially about the future.” One can predict with great accuracy many natural events such as sunrise and the boiling point of water at sea level. We can rely on the infallible predictability of the laws of physics to build airplanes and automobiles and iPhones. And we can calculate with great precision the destruction footprint of a given nuclear weapon. Yet even physical systems like the weather as they become more complex, become increasingly difficult and even inherently impossible to predict with precision. With human behavior, specific predictions are not just hard, but impossible as uncertainty is inherent in the human universe. As futurist Paul Saffo wrote in the Harvard Business Review in 2007, “prediction is possible only in a world in which events are preordained and no amount of actions in the present can influence the future outcome.” One cannot know for certain what actions he or she will take in the future much less the actions of another person, a group of people or a nation state. This obvious point is made to dismiss any idea of trying to “predict” what will occur in the future with accuracy, especially the outcomes of the interplay of many complex factors, including the interaction of human and natural systems. More broadly, the human future is not predetermined but rather depends on human choices at every turning point, cumulatively leading to different alternative outcomes. This uncertainty about the future also means the future is amenable to human choice and leadership. Trends analyses—including foreseeing trends leading to disruptive change—are thus essential to provide individuals, organizations and political leaders with the strategic foresight to take steps mitigate the dangers ahead and seize the opportunities for shaping the human destiny. Peter Schwartz nearly a decade ago characterized the convergence of trends and disruptive change as “inevitable surprises.” He wrote in Inevitable Surprises that “in the coming decades we face many more inevitable surprises: major discontinuities in the economic, political and social spheres of our world, each one changing the ‘rules of the game’ as its played today. If anything, there will be more, no fewer, surprises in the future, and they will all be interconnected. Together, they will lead us into a world, ten to fifteen years hence, that is fundamentally different from the one we know today. Understanding these inevitable surprises in our future is critical for the decisions we have to make today …. We may not be able to prevent catastrophe (although sometimes we can), but we can certainly increase our ability to respond, and our ability to see opportunities that we would otherwise miss.

## may

And that requires minimizing suffering

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Because suffering is a pure passivity, lived as the breach of the totality we constitute through intending acts, Levinas argues, even suffering that is chosen cannot be meaningfully systematized within a coherent whole. Suffering is a rupture and disturbance of meaning because it suffocates the subject and destroys the capacity for systematically assimilating the world. 9 Pain isolates itself in consciousness, overwhelming consciousness with its insistence. Suffering, then, is an absurdity, 'an absurdity breaking out on the ground of signification.'1~ This absurdity is the eidetic character of suffering Levinas seeks to draw out in his phenomenology. Suffering often appears justified, from the biological need for sensibility to pain, to the various ways in which suffering is employed in character formation, the concerns of practical life, a community's desire for justice, and the needs of the state. Implicit in Levinas's texts is the insistence that the analysis of these sufferings calls for a distinction between the use of pain as a tool, a practice performed on the Other's body for a particular end, and the acknowledgement of the Other's lived pain. A consequence of Levinas's phenomenology is the idea that instrumental justifications of extreme suffering necessarily are insensible to the unbearable pain theyseek to legitimize. Strictly speaking, then, suffering is meaningless and cannot be comprehended or justified by rational argument. Meaningless, and therefore unjustifiable, Levinas insists, suffering is evil. Suffering, according to Levinas's phenomenology, is an exception to the subject's mastery of being; in suffering the subject endures the overwhelming of freedom by alterity. The will that revels in the autonomous grasping of the world, in suffering finds itself grasped by the world. The in-itself of the will loses its capacity to exert itself and submits to the will of what is beyond its grasp. Contrary to Heidegger, it is not the anxiety before my own death which threatens the will and the self. For, Levinas argues, death, announced in suffering, is in a future always beyond the present. Instead of death, it is the pure passivity of suffering that menaces the freedom of the will.

The will endures pain 'as a tyranny,' the work of a 'You,' a malicious other who perpetrates violence (TI239). This tyranny, Levinas argues, 'is more radical than sin, for it threatens the will in its very structure as a will, in its dignity as origin and identity' (TI237). Because suffering is unjustifiable, it is a tyranny breaking open my world of totality and meaning 'for nothing.' The gratuitous and extreme suffering that destroys the capacity for flourishing human activity is generally addressed by thinkers in European traditions in the context of metaphysical questions of evil (is evil a positive substance or deviation from the Good?), or problems of philosophical anthropology (is evil chosen or is it a result of ignorance?). For these traditions it is evil, not suffering, that is the great scandal, for they consider suffering to be evil only when it is both severe and unjustified. II But for Levinas suffering is essentially without meaning and thus cannot be legitimized; all suffering is evil. As he subsumes the question of death into the problem of pain, 12 so also Levinas understands evil in the context of the unassumability and meaninglessness of suffering. 13 The suffering of singular beings is not incidental to an evil characterized primarily by the subordination of the categorical imperative to self-interest, or by neglect of the commands of a Divine Being. Indeed, for Levinas, evil is understood through suffering: 'All evil relates back to suffering' (US92). No explanation can redeem the suffering of the other and thereby remove its evil while leaving the tyranny of a pain that overwhelms subjectivity.