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The Unipolar Moment

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Charles Krauthammer

THE UNIPOLAR MOMENT

Ever since it became clear that an exhausted Soviet Union was calling off the Cold War, the quest has been on for a new American role in the world. Roles, however, are not invented in the abstract; they are a response to a perceived world structure. Accordingly, thinking about post-Cold War American foreign policy has been framed by several conventionally accepted assumptions about the shape of the post-Cold War environment.

First, it has been assumed that the old bipolar world would beget a multipolar world with power dispersed to new centers in Japan, Germany (and/or “Europe”), China and a diminished Soviet Union/Russia. Second, that the domestic American consensus for an internationalist foreign policy, a consensus radically weakened by the experience in Vietnam, would substantially be restored now that policies and debates inspired by “an inordinate fear of communism” could be safely retired. Third, that in the new post-Soviet strategic environment the threat of war would be dramatically diminished.

All three of these assumptions are mistaken. The immediate post-Cold War world is not multipolar. It is unipolar. The center of world power is the unchallenged superpower, the United States, attended by its Western allies. Second, the internationalist consensus is under renewed assault. The assault this time comes not only from the usual pockets of post-Vietnam liberal isolationism (e.g., the churches) but from a resurgence of 1930s-style conservative isolationism. And third, the emergence of a new strategic environment, marked by the rise of small aggressive states armed with weapons of mass destruction and possessing the means to deliver them (what might be called Weapon States), makes the coming decades a time of heightened, not diminished, threat of war.

II

The most striking feature of the post-Cold War world is its unipolarity. No doubt, multipolarity will come in time. In

Charles Krauthammer is a syndicated columnist. This article is adapted from the author's Henry M. Jackson Memorial Lecture delivered in Washington, D.C., Sept. 18, 1990.

perhaps another generation or so there will be great powers coequal with the United States, and the world will, in structure, resemble the pre-World War I era. But we are not there yet, nor will we be for decades. Now is the unipolar moment.

There is today no lack of second-rank powers. Germany and Japan are economic dynamos. Britain and France can deploy diplomatic and to some extent military assets. The Soviet Union possesses several elements of power—military, diplomatic and political—but all are in rapid decline. There is but one first-rate power and no prospect in the immediate future of any power to rival it.

Only a few months ago it was conventional wisdom that the new rivals, the great pillars of the new multipolar world, would be Japan and Germany (and/or Europe). How quickly a myth can explode. The notion that economic power inevitably translates into geopolitical influence is a materialist illusion. Economic power is a necessary condition for great power status. But it certainly is not sufficient, as has been made clear by the recent behavior of Germany and Japan, which have generally hidden under the table since the first shots rang out in Kuwait. And while a unified Europe may sometime in the next century act as a single power, its initial disarray and disjointed national responses to the crisis in the Persian Gulf again illustrate that “Europe” does not yet qualify even as a player on the world stage.

Which leaves us with the true geopolitical structure of the post-Cold War world, brought sharply into focus by the gulf crisis: a single pole of world power that consists of the United States at the apex of the industrial West. Perhaps it is more accurate to say the United States and behind it the West, because where the United States does not tread, the alliance does not follow. That was true for the reflagging of Kuwaiti vessels in 1987. It has been all the more true of the world’s subsequent response to the invasion of Kuwait.

American preeminence is based on the fact that it is the only country with the military, diplomatic, political and economic assets to be a decisive player in any conflict in whatever part of the world it chooses to involve itself. In the Persian Gulf, for example, it was the United States, acting unilaterally and with extraordinary speed, that in August 1990 prevented Iraq from taking effective control of the entire Arabian Peninsula.

Iraq, having inadvertently revealed the unipolar structure of today’s world, cannot stop complaining about it. It looks at

allied and Soviet support for American action in the gulf and speaks of a conspiracy of North against South. Although it is perverse for Iraqi leader Saddam Hussein to claim to represent the South, his analysis does contain some truth. The unipolar moment means that with the close of the century's three great Northern civil wars (World War I, World War II and the Cold War) an ideologically pacified North seeks security and order by aligning its foreign policy behind that of the United States. That is what is taking shape now in the Persian Gulf. And for the near future, it is the shape of things to come.

The Iraqis are equally acute in demystifying the much celebrated multilateralism of this new world order. They charge that the entire multilateral apparatus (United Nations resolutions, Arab troops, European Community pronouncements, and so on) established in the gulf by the United States is but a transparent cover for what is essentially an American challenge to Iraqi regional hegemony.

But of course. There is much pious talk about a new multilateral world and the promise of the United Nations as guarantor of a new post-Cold War order. But this is to mistake cause and effect, the United States and the United Nations. The United Nations is guarantor of nothing. Except in a formal sense, it can hardly be said to exist. Collective security? In the gulf, without the United States leading and prodding, bribing and blackmailing, no one would have stirred. Nothing would have been done: no embargo, no "Desert Shield," no threat of force. The world would have written off Kuwait the way the last body pledged to collective security, the League of Nations, wrote off Abyssinia.

There is a sharp distinction to be drawn between real and apparent multilateralism. True multilateralism involves a genuine coalition of coequal partners of comparable strength and stature—the World War II Big Three coalition, for example. What we have today is pseudo-multilateralism: a dominant great power acts essentially alone, but, embarrassed at the idea and still worshipping at the shrine of collective security, recruits a ship here, a brigade there, and blessings all around to give its unilateral actions a multilateral sheen. The gulf is no more a collective operation than was Korea, still the classic case study in pseudo-multilateralism.

Why the pretense? Because a large segment of American opinion doubts the legitimacy of unilateral American action

but accepts quite readily actions undertaken by the "world community" acting in concert. Why it should matter to Americans that their actions get a Security Council nod from, say, Deng Xiaoping and the butchers of Tiananmen Square is beyond me. But to many Americans it matters. It is largely for domestic reasons, therefore, that American political leaders make sure to dress unilateral action in multilateral clothing. The danger, of course, is that they might come to believe their own pretense.

But can America long sustain its unipolar preeminence? The spectacle of secretaries of state and treasury flying around the world rattling tin cups to support America's Persian Gulf deployment exposed the imbalance between America's geopolitical reach and its resources. Does that not imply that the theorists of American decline and "imperial overstretch" are right and that unipolarity is unsustainable?

It is, of course, true that if America succeeds in running its economy into the ground, it will not be able to retain its unipolar role for long. In which case the unipolar moment will be brief indeed (one decade, perhaps, rather than, say, three or four). But if the economy is run into the ground it will not be because of imperial overstretch, i.e., because America has overreached abroad and drained itself with geopolitical entanglements. The United States today spends 5.4 percent of its GNP on defense. Under John F. Kennedy, when the United States was at its economic and political apogee, it spent almost twice as much. Administration plans have U.S. defense spending on a trajectory down to four percent by 1995, the lowest since Pearl Harbor.

An American collapse to second-rank status will be not for foreign but for domestic reasons. This is not the place to engage in extended debate about the cause of America's economic difficulties. But the notion that we have spent ourselves into penury abroad is simply not sustainable. America's low savings rate, poor educational system, stagnant productivity, declining work habits, rising demand for welfare-state entitlements and new taste for ecological luxuries have nothing at all to do with engagement in Europe, Central America or the Middle East. Over the last thirty years, while taxes remained almost fixed (rising from 18.3 percent to 19.6 percent) and defense spending declined, domestic entitlements nearly doubled. What created an economy of debt unrivaled in American history is not foreign adventures but

the low tax ideology of the 1980s, coupled with America's insatiable desire for yet higher standards of living without paying any of the cost.

One can debate whether America is in true economic decline. Its percentage of world GNP is roughly where it has been throughout the twentieth century (between 22 and 26 percent), excepting the aberration of the immediate post-World War II era when its competitors were digging out from the rubble of war. But even if one does argue that America is in economic decline, it is simply absurd to imply that the road to solvency is to, say, abandon El Salvador, evacuate the Philippines or get out of the gulf. There may be other good reasons for doing all of these. But it is nonsense to suggest doing them as a way to get at the root of America's economic problems.

It is, moreover, a mistake to view America's exertions abroad as nothing but a drain on its economy. As can be seen in the gulf, America's involvement abroad is in many ways an essential pillar of the American economy. The United States is, like Britain before it, a commercial, maritime, trading nation that needs an open, stable world environment in which to thrive. In a world of Saddams, if the United States were to shed its unique superpower role, its economy would be gravely wounded. Insecure sea lanes, impoverished trading partners, exorbitant oil prices, explosive regional instability are only the more obvious risks of an American abdication. Foreign entanglements are indeed a burden. But they are also a necessity. The cost of ensuring an open and safe world for American commerce—5.4 percent of GNP and falling—is hardly exorbitant.

III

Can America support its unipolar status? Yes. But *will* Americans support such unipolar status? That is a more problematic question. For a small but growing chorus of Americans this vision of a unipolar world led by a dynamic America is a nightmare. Hence the second major element of the post-Cold War reality: the revival of American isolationism.

I have great respect for American isolationism. First, because of its popular appeal and, second, because of its natural appeal. On the face of it, isolationism seems the logical, God-given foreign policy for the United States. It is not just geography that inclines us to it—we are an island continent

protected by two vast oceans, bordered by two neighbors that could hardly be friendlier—but history. America was founded on the idea of cleansing itself of the intrigues and irrationalities, the dynastic squabbles and religious wars, of the Old World. One must have respect for a strain of American thinking so powerful that four months before Pearl Harbor the vote to extend draft enlistments passed the House of Representatives by a single vote.

Isolationists say rather unobjectionably that America should confine its attentions in the world to defending vital national interests. But the more extreme isolationists define vital national interests to mean the physical security of the United States, and the more elusive isolationists take care never to define them at all.

Isolationists will, of course, say that this is unfair, that they do believe in defending vital national interests beyond the physical security of the United States. We have a test case. Iraq's invasion of Kuwait and hegemonic designs on Arabia posed as clear a threat to American interests as one can imagine—a threat to America's oil-based economy, to its close allies in the region, and ultimately to American security itself. The rise of a hostile power, fueled by endless oil income, building weapons of mass destruction and the means to deliver them regionally and eventually intercontinentally (Saddam has already tested a three-stage rocket) can hardly be a matter of indifference to the United States.

If under these conditions a cadre of influential liberals and conservatives finds that upon reflection (and in contradiction to the doctrine enunciated by the most dovish president of the postwar era, Jimmy Carter) the Persian Gulf is not, after all, a vital American interest, then it is hard to see what "vital interest" can mean. If the Persian Gulf is not a vital interest, then nothing is. All that is left is preventing an invasion of the Florida Keys. And for that you need a Coast Guard—you do not need a Pentagon and you certainly do not need a State Department.

Isolationism is the most extreme expression of the American desire to return to tend its vineyards. But that desire finds expression in another far more sophisticated and serious foreign policy school: not isolationism but realism, the school that insists that American foreign policy be guided solely by interests and that generally defines these interests in a narrow and national manner.

Many of realism's practitioners were heroic in the heroic struggles against fascism and communism. Now, however, some argue that the time for heroism is passed. For example, Jeane J. Kirkpatrick wrote, to be sure before the gulf crisis, that "It is time to give up the dubious benefits of superpower status," time to give up the "unusual burdens" of the past and "return to 'normal' times." That means taking "care of pressing problems of education, family, industry and technology" at home. That means that we should not try to be the balancer of power in Europe or in Asia, nor try to shape the political evolution of the Soviet Union. We should aspire instead to be "a normal country in a normal time."¹

This is a rather compelling vision of American purpose. But I am not sure there is such a thing as normal times. If a normal time is a time when there is no evil world empire on the loose, when the world is in ideological repose, then even such a time is not necessarily peacetime. Saddam has made this point rather emphatically. If a normal time is a time when the world sorts itself out on its own, leaving America relatively unmolested—say, for America, the nineteenth century—then I would suggest that there are no normal times. The world does not sort itself out on its own. In the nineteenth century, for example, international stability was not achieved on its own but, in large part, as the product of Britain's unrelenting exertions on behalf of the balance of power. America tended her vineyards, but only behind two great ocean walls patrolled by the British navy. Alas, the British navy is gone.

International stability is never a given. It is never the norm. When achieved, it is the product of self-conscious action by the great powers, and most particularly of the greatest power, which now and for the foreseeable future is the United States. If America wants stability, it will have to create it. Communism is indeed finished; the last of the messianic creeds that have haunted this century is quite dead. But there will constantly be new threats disturbing our peace.

IV

What threats? Everyone recognizes one great change in the international environment, the collapse of communism. If that were the only change, then this might be a normal time and

¹ "A Normal Country in a Normal Time," *National Interest*, Fall 1990, pp. 40–44.

the unipolar vision I have outlined would seem at once unnecessary and dangerous.

But there is another great change in international relations. And here we come to the third and most crucial new element in the post-Cold War world: the emergence of a new strategic environment marked by the proliferation of weapons of mass destruction. It is a certainty that in the near future there will be a dramatic increase in the number of states armed with biological, chemical and nuclear weapons and the means to deliver them anywhere on earth. "By the year 2000," estimates Defense Secretary Dick Cheney, "more than two dozen developing nations will have ballistic missiles, 15 of those countries will have the scientific skills to make their own, and half of them either have or are near to getting nuclear capability, as well. Thirty countries will have chemical weapons and ten will be able to deploy biological weapons."²

It is of course banal to say that modern technology has shrunk the world. But the obvious corollary, that in a shrunken world the divide between regional superpowers and great powers is radically narrowed, is rarely drawn. Missiles shrink distance. Nuclear (or chemical or biological) devices multiply power. Both can be bought at market. Consequently the geopolitical map is irrevocably altered. Fifty years ago, Germany—centrally located, highly industrial and heavily populated—could pose a threat to world security and to the other great powers. It was inconceivable that a relatively small Middle Eastern state with an almost entirely imported industrial base could do anything more than threaten its neighbors. The central truth of the coming era is that this is no longer the case: relatively small, peripheral and backward states will be able to emerge rapidly as threats not only to regional, but to world, security.

Iraq, which (unless disarmed by Desert Storm) will likely be in possession of intercontinental missiles within the decade, is the prototype of this new strategic threat, what might be called the "Weapon State." The Weapon State is an unusual international creature marked by several characteristics:

—It is not much of a nation state. Iraq, for example, is a state of recent vintage with arbitrary borders whose ruling party explicitly denies that Iraq is a nation. (It refers to

² Address to the Conservative Leadership Conference, Washington, D.C., Nov. 9, 1990.

Iraq and Syria as regions, part of the larger Arab nation for which it reserves the term.)

- In the Weapon State, the state apparatus is extraordinarily well developed and completely dominates civil society. The factor that permits most Weapon States to sustain such a structure is oil. Normally a state needs some kind of tacit social contract with the civil society because ultimately the state must rely on society to support it with taxes. The oil states are in an anomalous position: they do not need a social contract because national wealth comes from oil and oil is wholly controlled by the state. Oil states are peculiarly distributive states. Government distributes goods to society rather than the other way around. It is therefore the source not only of power but of wealth. This makes possible an extraordinary degree of social control exercised by a powerful, often repressive state apparatus.
- The current Weapon States have deep grievances against the West and the world order that it has established and enforces. They are therefore subversive of the international status quo, which they see as a residue of colonialism. These resentments fuel an obsessive drive to high-tech military development as the only way to leapfrog history and to place themselves on a footing from which to challenge a Western-imposed order.

The Weapon State need not be an oil state. North Korea, hard at work on nuclear technology, is a candidate Weapon State: it has about as much legitimacy as a nation-state as the German Democratic Republic; its state apparatus totally dominates civil society by virtue not of oil but of an exquisitely developed Stalinism; its anti-Western grievances run deep.

The danger from the Weapon State is posed today by Iraq, tomorrow perhaps by North Korea or Libya. In the next century, however, the proliferation of strategic weapons will not be restricted to Weapon States. Windfall wealth allows oil states to import high-technology weapons in the absence of a mature industrial base. However, it is not hard to imagine maturer states—say, Argentina, Pakistan, Iran, South Africa—reaching the same level of weapons development by means of ordinary industrialization. (Today most of these countries are friendly, but some are unstable and potentially hostile.)

The post-Cold War era is thus perhaps better called the era of weapons of mass destruction. The proliferation of weapons of mass destruction and their means of delivery will constitute

the greatest single threat to world security for the rest of our lives. That is what makes a new international order not an imperial dream or a Wilsonian fantasy but a matter of the sheerest prudence. It is slowly dawning on the West that there is a need to establish some new regime to police these weapons and those who brandish them.

In parliamentary debate on the gulf crisis even British Labour Party leader Neil Kinnock has emphasized that it is not enough to get Iraq out of Kuwait. Iraq's chemical stocks, he said, must be destroyed and its nuclear program internationally controlled. When the Labour Party, hardly a home for hawks, speaks thus, we have the makings, the beginnings, of a new Western consensus.

To do what exactly? There is no definitive answer, but any solution will have to include three elements: denying, disarming, and defending. First, we will have to develop a new regime, similar to COCOM (Coordinating Committee on Export Controls) to deny yet more high technology to such states. Second, those states that acquire such weapons anyway will have to submit to strict outside control or risk being physically disarmed. A final element must be the development of antibalistic missile and air defense systems to defend against those weapons that do escape Western control or preemption.

There might be better tactics, but the overall strategy is clear. With the rise of the Weapon State, there is no alternative to confronting, deterring and, if necessary, disarming states that brandish and use weapons of mass destruction. And there is no one to do that but the United States, backed by as many allies as will join the endeavor.

The alternative to such robust and difficult interventionism—the alternative to unipolarity—is not a stable, static multipolar world. It is not an eighteenth-century world in which mature powers like Europe, Russia, China, America, and Japan jockey for position in the game of nations. The alternative to unipolarity is chaos.

I do not mean to imply that weapons of mass destruction are the only threat facing the post-Cold War world. They are only the most obvious. Other threats exist, but they are more speculative and can be seen today only in outline: the rise, for example, of intolerant aggressive nationalism in a disintegrating communist bloc (in one extreme formulation, the emergence of a reduced but resurgent, xenophobic and resentful "Weimar" Russia). And some threats to the peace of the 21st

century are as invisible today as was, say, Nazism in 1920. They will make themselves known soon enough. Only a hopeless utopian can believe otherwise.

We are in for abnormal times. Our best hope for safety in such times, as in difficult times past, is in American strength and will—the strength and will to lead a unipolar world, unashamedly laying down the rules of world order and being prepared to enforce them. Compared to the task of defeating fascism and communism, averting chaos is a rather subtle call to greatness. It is not a task we are any more eager to undertake than the great twilight struggle just concluded. But it is just as noble and just as necessary.