

The global nuclear order is under strain

To gain legitimacy, any global order needs to fulfil two conditions. First, a convergence among the major powers of the day, and, second, successfully presenting the outcome as a global public good to the rest of the world. The global nuclear order (GNO) was no exception but, today, it is under strain.

Lessons of the Cold War

The GNO was created in the shadow of the Cold War, with the U.S. and the U.S.S.R., leading the western and the Socialist blocs, respectively. Following the 1962 Cuban Missile Crisis, when the two came perilously close to launching a nuclear war, both U.S. President John F. Kennedy and General Secretary Nikita Khrushchev understood two political realities. First, as the two nuclear superpowers, they needed bilateral mechanisms to prevent tensions from escalating to the nuclear level. And, second, nuclear weapons are dangerous and, therefore, their spread should be curbed. This convergence created the GNO.

During the Cuban crisis, a secret back-channel between President Kennedy's brother, Robert Kennedy and Soviet Ambassador Anatoly Dobrynin, helped resolve the crisis. The first bilateral measure was the hotline, established in 1963, to enable the leaders to communicate directly. The hotline (later upgraded into nuclear risk reduction centers) was followed by arms control negotiations as the two nuclear superpowers sought to manage their nuclear arms race and maintain strategic stability.

To control proliferation, the U.S. and the U.S.S.R. initiated multilateral negotiations in Geneva in 1965 on a treaty to curb the spread of nuclear weapons. Three years later, the Nuclear Non-Proliferation Treaty (NPT) opened for signature. It began modestly with less than 60 parties but today, it is widely described as the cornerstone of the global nuclear order with 191 adherents.

The third element of the global nuclear order came into existence in 1975. India had chosen not to sign the NPT, and in 1974, stunned the world by conducting an underground peaceful nuclear explosive, or PNE. Seven countries (the U.S., U.S.S.R, U.K., Canada, France, Japan, and West Germany) held a series of meetings in London and concluded that ad hoc export controls were urgently needed to ensure that nuclear technology, transferred for peaceful purposes, not be used for PNEs. The London Club (as it was originally known) sounded inappropriate and later transformed into the Nuclear Suppliers Group, consisting of 48 countries today, which observe common guidelines for exporting nuclear and related dual-use materials, equipment, and technologies. Though the Soviet Union and India enjoyed close relations, having signed the Indo-Soviet Friendship Treaty in 1971, the USSR was committed to upholding the GNO,



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Created in the shadow of the Cold War, the GNO has held reasonably well, but is facing pressures under changing geopolitics

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The GNO has held reasonably well, particularly on two fronts. First, the taboo against nuclear weapons has held since 1945. It is a matter of debate how far the U.S.-USSR arms control process helped preserve the taboo or whether it was just plain luck, but the fact is that humanity has survived 75 years of the nuclear age without blowing itself up.

Second, non-proliferation has been a success. Despite dire predictions of more than 20 countries possessing nuclear weapons by the 1970s, (there were five in 1968 - the U.S., U.S.S.R., U.K., France, and China), only four countries have since gone nuclear, i.e., India, Israel, North Korea, and Pakistan. Even after the Cold War ended, non-proliferation remained a shared objective and Moscow and Washington cooperated to ensure that Belarus, Ukraine, and Kazakhstan that hosted Soviet nuclear weapons and possessed some capabilities, were denuclearised. In 1995, the NPT, originally concluded for 25 years, was extended into perpetuity. On other counts, the record is mixed. Arms control did not end the U.S.-U.S.S.R. nuclear race; in fact, their arsenals grew from 28,000 bombs in 1962 to over 65,000 bombs in the early 1980s but the dialogue and some agreements provided a semblance of managing the arms race. Since the late 1980s, the U.S. and Soviet arsenals have declined sharply, to below 12,000 bombs today, though much of this can be attributed to the end of the Cold War rivalry and the breakup of the U.S.S.R.

The two nuclear hegemons shared a notion of 'strategic stability' based on assured second strike capability, guaranteed by the enormous arsenals that both had built up. This eliminated any incentive to strike first ensuring deterrence stability. Arms control negotiations led to parity in strategic capacities creating a sense of arms race stability, and fail-safe communication links provided crisis management stability. These understandings of nuclear deterrence in a bipolar world outlasted the Cold War but are under question.

Changing geopolitics

Today's nuclear world is no longer a bipolar world. The U.S. faces a more assertive China, determined to regain influence, regionally and globally. This rivalry is different from the Cold War because both economies are closely intertwined and further, and China is an economic and technological peer rival. China has resented the U.S.'s naval presence in the South China and East China Seas and since the last Taiwan Strait crisis in 1996, has steadily built up its naval and missile capabilities.

Changing geopolitics has taken its toll on the treaties between the U.S. and Russia. In 2002, the U.S. withdrew from the Anti-Ballistic Missile (ABM) Treaty and in 2019, from the

Intermediate-Range Nuclear Forces (INF) Treaty on grounds that Russia was violating it. The only remaining agreement, New START, will lapse in 2026; its verification meetings were suspended during the COVID-19 outbreak and never resumed. Strategic stability talks began in 2021 following the Geneva meeting between Presidents Joe Biden and Vladimir Putin, but collapsed with the Ukraine war. Last year, Russia de-ratified the CTBT to bring it on a par with the U.S., raising concerns about the resumption of nuclear testing. As U.S. relations with Russia went into a nosedive, the U.S. is facing a new situation of two nuclear peer rivals who are exploring new roles for more usable weapons. Moreover, Russian nuclear sabre rattling to warn the North Atlantic Treaty Organization and the U.S. against escalation in Ukraine has revived nuclear concerns. The old definitions of strategic stability no longer hold.

The Cold War convergence on non-proliferation has run its course; also, nuclear weapons technology is a 75-year-old technology. The U.S. has always had a pragmatic streak shaping its policy approaches. It turned a blind eye when Israel went nuclear in the 1960s-70s and again, when China helped Pakistan with its nuclear programme in the 1980s. More recently, the nuclear submarine AUKUS deal (Australia, U.S., U.K.) with Australia, a non-nuclear weapon state, is raising concerns in the NPT community.

During the 1970s, South Korea began to actively consider a nuclear weapons programme, spurred by the U.S. withdrawal from Vietnam. However, France withdrew its offer to supply a reprocessing plant to South Korea under U.S. pressure in 1975-76 and South Korea was persuaded to join the NPT. Recent opinion polls indicate a 70% support for developing a national nuclear deterrent and 40% for reintroducing U.S. nuclear weapons (withdrawn in 1991) on its territory.

Between 1977 to 1988, the U.S. actively subverted Taiwan's nuclear weapons programme as it stepped up a normalisation of ties with China. As a nuclear victim, the Japanese public retains a strong anti-nuclear sentiment but there is a shift, visible in Japan's decision to double its defence spending over next five years.

During the Cold War, the U.S.'s nuclear umbrella tied its European allies closer. Today, domestic compulsions are turning the U.S. inwards, raising questions in the minds of its allies about its 'extended deterrence' guarantees, especially in East Asia. Japan, South Korea, and Taiwan have the technical capabilities to develop an independent nuclear deterrent within a short time, given political will. It is only a matter of time before U.S. pragmatism reaches the inevitable conclusion that more independent nuclear deterrent capabilities may be the best way to handle the rivalry with China.

The GNO is looking increasingly shaky.

An 'India out' plan that could impact the Maldives

The recent decision by the Maldives to revoke an agreement with India for joint hydrographic surveys in Maldivian waters has caused considerable dismay in Indian media and strategic circles. Inked during Prime Minister Narendra Modi's visit to the islands in 2019, the pact was seen as a symbol of India-Maldives defence ties.

The move by Male, in mid-December 2023, came a few weeks after the archipelagic state formally asked New Delhi to withdraw its Indian military presence from its shores. As if to emphasise its reservations about defence engagement with India, Male also skipped the latest meeting of the Colombo Security Conclave, also in December.

That trust between India and the Maldives is at a low ebb is manifestly evident. Since the election of Mohamed Muizzu as Maldivian President in November 2023, there has been a deliberate, if predictable, attempt by Male to create a distance with New Delhi. The Maldives would like the world to believe that terminating the hydrography pact is a way of asserting its autonomy and agency. It is not. Far from balancing ties with India, Male has thrown in its political lot with China. The Muizzu administration's refusal to renew the hydrography pact seems less to do with the President's sensitivities about sovereignty than with his special relationship with Beijing. Getting Indian hydrographic ships out of Maldivian waters appears intended to aid China's marine surveys of the surrounding seas.

The dual nature of hydrography

It is worth noting that hydrographic data inherently has a dual nature in that the information collected from the seas can be used for civilian and military purposes. Marine scientists maintain that the data that helps advance non-military objectives, such as ensuring navigational safety, marine scientific research, and environmental monitoring, can also be used to facilitate military aims such as surveillance of a nation's vital coastal installations and war-fighting assets.

Even so, China is unique in using its marine



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Male's decision not to renew its hydrography pact with India needs to be seen in the context of its eagerness for a strategic concert with China

and seabed surveys to advance a largely strategic agenda. The country has an expansive oceanographic research programme, in which "scientific research vessels", in particular the Shi Yan class of oceanographic survey vessels and the Yuan Wang series of intelligence-surveillance-reconnaissance ships are regularly deployed in the Indian Ocean. Their presence goes largely unnoticed, eclipsed by China's growing naval footprint. For China, however, marine surveys and reconnaissance are critical enablers of the People's Liberation Army Navy's maritime strategy in the far seas. It is no happenstance that Chinese authorities approached Sri Lanka and the Maldives many times last year to allow the docking of marine research ships.

On China's surveys

Indian observers point out that China's ocean surveys play an important part in enhancing China's antisubmarine warfare capabilities. The mapping of the ocean's temperature profile and the study of other oceanic phenomena such as currents and eddies, they contend, is meant to improve sonar performance and detection of enemy submarines. Studying the marine environment also aids in the development of systems that help Chinese submarines elude detection and fine-tune tactics for littoral combat.

However, China's oceanographic surveys in the waters of friendly South Asian states are potentially hampered by the presence of Indian hydrographic ships in the area. The Indian Navy has the capability to track foreign ships' subsurface sensor activity. Chinese hydrographers suspect the Navy's operations in the waters of Indian Ocean island states could interfere with China's own marine survey efforts.

Meanwhile, speculation abounds in New Delhi of a Chinese plan to develop a naval base in the Maldives. In 2018, China planned an ocean observatory in Makunudhoo Atoll, north of Male – not far from India's Lakshadweep Islands. Maldivian opposition leaders had then expressed reservations about the observatory's potential military applications, including a provision for a submarine base. There is no evidence yet that

China has revived that proposal, but recent developments suggest that the possibility cannot be discounted.

Male's concerns

For its part, the Maldives has apprehensions about India's hydrographic activity being a form of intelligence collection. Its concerns are not entirely unfounded – not because Indian activity in Maldivian waters is suspect, but because the laws and legal framework governing hydrography are not different from the norms governing military surveys. The United Nations Convention on the Law of the Sea (UNCLOS) does not explicitly authorise a coastal state to regulate hydrographic surveys or military surveys conducted beyond its territorial sea; a littoral state may only regulate marine scientific research in its exclusive economic zone (EEZs). By implication, foreign maritime agencies conducting hydrographic surveys are free to map the seas outside a coastal state's territorial waters. It is this prospect that Male finds problematic.

The discrepancy, though glaring outwardly, is better understood if one considers that the aim of hydrography is not to collect data about topography and geophysical processes for the sake of knowledge. Instead, it caters to a specific demand, which can come either from marine ecologists, scientists, and the maritime industry, or military strategists and national security planners. That does not alter the reality that many navies, in particular India's, have an exemplary track record of hydrographic surveys in their neighbourhoods. The Indian Navy has rendered hydrographic assistance to Mauritius since the 1990s, charting the vast Mauritian EEZs and helping build capacity, even assisting with the setting up of a hydrographic unit for skill development among Mauritian hydrographers.

The best bet for the Maldives to enhance maritime awareness and security remains a partnership with India. The Muizzu administration must recognise that it is not India but China that seeks to weaponise ocean surveys. The eagerness for a strategic concert with Beijing, driven plainly by political compulsions, could entail adverse consequences for Male.

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