THE INTERSTELLAR RELATIONS OF THE FEDERATION:
INTERNATIONAL LAW AND
"STAR TREK: THE NEXT GENERATION"

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I. INTRODUCTION

A recent University of Toledo Law Review article concerning the legal issues dealt with in the television series Star Trek: The Next Generation (STNG) became an overnight national sensation. Given that, during its seven seasons of first-run episodes, STNG had been the most popular syndicated series on American television, it is perhaps not surprising that the article should engender so much public attention. The article, written by law professors Paul Joseph and
Sharon Carton of Nova Southeastern University Law School, was not intended as entertainment, however. Rather, it was a serious examination of the way STING's United Federation of Planets dealt with such weighty legal issues as the right to privacy,2 the right to life3 and rights to sexual orientation4 as an implicit commentary on the salient issues facing American courts in the 1990s.

Written from the perspective of professors who teach domestic law courses, the Joseph and Carton article limited its primary focus to law as applied within the Federation, rather than between members of the Federation and foreign worlds. The same rationale for examining the Federation's internal substantive and procedural law are applicable to an in-depth exploration of interstellar legal relations in STING. The purpose of this article is to re-examine the law of STING from an international legal perspective. Many of STING's episodes raise issues of interstellar law analogous to fundamental tenets of today's international law. The series has, for example, dealt with rules of treaty interpretation, state succession, diplomatic relations and immunities, international dispute resolution, membership in international organizations, law of the sea concepts, international environmental law, terrorism, extradition, extraterritorial jurisdiction, extraterritorial apprehensions, asylum, human rights, war crimes, genocide, the principle of non-interference in domestic affairs, humanitarian intervention, the principle of "jus cogens" and rules governing use of force and violations of territorial sovereignty.

In an effort to deal with interstellar legal questions consistently, STING has transported international law into the 24th century. While there are a score of television series today portraying domestic law in operation,5 STING is the only example of episodic television that regularly deals with principles of international law, albeit in a futuristic interstellar context. Unique among television series in this respect, STING can be used as a pedagogical aid to international law teaching, just as the original Star Trek series has been used to teach ethics at the undergraduate level.6

5. Joseph & Carton, supra note 1, at 80-84.
6. Id. at 72-80.
7. Id. at 67-72.
8. Strictly speaking, virtually all of the interstellar legal issues raised in STING might properly be characterized as falling within the relatively nascent field of "space law." Many of the issues raised by the series have been recognized by space law commentators as worthy of future analysis. Nevertheless, the level of technological development and interspecies interaction in STING is so far beyond the scope of the existing aerospace literature that, with few exceptions, the issues raised by the series are more akin to terrestrial international law than contemporary space law.
9. E.g., U.A. Law (NBC television broadcast); Law and Order (NBC television broadcast); Equal Justice (ABC television broadcast); The People's Court (syndicated); Matlock (NBC and ABC television broadcasts).
10. Ethics courses based on Star Trek have been offered at some of the nation's most prestigious colleges. See Jeffrey H. Mills, Star Trek in the Classroom, in THE BEST OF THE BEST OF TREK 324 (Walter Irwin & G.B. Love eds., 1990) (describing course entitled "The Cultural Relevance of Star Trek" taught at Oberlin College in Ohio).
16. Official Star Trek merchandise can be ordered through the magazine STAR TREK: THE OFFICIAL FAN CLUB, widely available at newsstands and bookstores or by writing P.O. Box 111000, Aurora, Colorado 80042.
Rather than decry the decline of cultural literacy among today’s student population, teachers can take advantage of students’ existing store of knowledge concerning Star Trek to illustrate points of international law.17 While it may at first seem unorthodox, referring to episodes of STNG during classroom discussion is really no more unconventional than the common tactics of using illustrative fictional hypotheticals crafted by the teacher or employing well-known fictional characters in final examinations.

STNG’s widespread appeal also offers an opportunity to increase the visibility of international law by exposing the principles to students at virtually all levels of development. While the authors have had success employing STNG in a law school setting, the popularity of the series makes it possible to craft teaching exercises which would appeal to grade school, high school and undergraduate students as well. In this way, STNG can be used to implement one of the main goals of the “United Nations Decade of International Law,”18 namely, exposing students to international law concepts at the earliest practicable point in their education.

To facilitate the use of STNG in international law teaching, the remainder of this survey addresses the international law issues raised in the series,19 comparing application of interstellar law in the 24th century to late 20th-century international law. While the similarities are striking, the article also illustrates the ways in which STNG’s conception of international law deviates from existing international law.

III. INTERNATIONAL LAW IN THE 24TH CENTURY

The episodes of STNG revolve around the adventures of the U.S.S. Enterprise and its captain and crew.20 While the Enterprise’s mission is ostensibly “to explore strange new worlds, to seek out new life and civilizations, to boldly go where no one has gone before,”21 its function is really more akin to that of naval vessels in the early age of mercantilism. In describing the similarities, series creator Gene Roddenberry noted:

In those days ships of the major powers were assigned to patrol specific areas of the world’s oceans. They represented their governments in those areas and protected the national interests of their respective countries. Out of contact with the admiral’s office back home for long periods of time, the captains of these ships had very broad discretionary powers. These included regulating trade, fighting bush wars, putting down slave traders, lending aid to scientific expeditions, conducting exploration on a broad scale, [and] engaging in diplomatic exchanges and affairs.

Perhaps not coincidentally, it was in response to the needs of international relations during the mercantile period that modern international law evolved.22 It is therefore appropriate that the universe of Star Trek would develop an analogous system of interstellar law.

STNG actually depicts two very separate systems of law. The first, which is analogous to our domestic law, applies within the United Federation of Planets. The Federation, which STNG tells us was formed in the year 2161,23 is sort of an evolved United Nations. The Federation is governed by a Council similar to the U.N. Security Council, whose members are representatives of the planets making up the Federation.24 To become a member of the Federation, the

17. Recognizing Star Trek’s impact in popular culture, a recent article in the JOURNAL OF LEGAL EDUCATION suggested that the original Star Trek’s Captain Kirk reverberates more strongly than Magellan as a common reference point in talking about sailing into new, uncharted territory. See Lawrence Frolik, Cultural Literacy: Or, Why is Magellan Better than Kirk, 43 J. LEGAL EDUC. 283, 286 (1993).

18. For the teacher who may not have watched the series as diligently as his/her students during the last seven years, or who desires a fuller description of relevant episodes than is provided in this article, a number of books containing plot summaries of STNG’s 175 episodes are commercially available. For the most detailed collections of plot summaries, see PHIL FARRAND, THE NITZKIS’ GUIDE FOR NEXT GENERATION TREKKERS (1993); LARRY NEMECZ, THE STAR TREK: THE NEXT GENERATION COMPANION (1992). See also MICHAEL OKUDA ET AL., THE STAR TREK ENCYCLOPEDIA: A REFERENCE GUIDE TO THE FUTURE (1994); MICHAEL OKUDA & DENISE OKUDA, STAR TREK CHRONOLOGY: THE HISTORY OF THE FUTURE (1993).


20. All dialogue quotes from episodes of STNG are from the televised version. The following citation format is used: STNG Episode Title, episode number (orig. air date). The episode number and original air date information for the first five seasons are taken from NEMECZ, supra note 18, at 38-121; for the sixth- and seventh-season episodes, the air date is reported by year only. The authors express their gratitude to Debbie Mirek, co-author of OKUDA ET AL., supra note 18, for providing detailed information about seventh-season episodes via the Internet.

21. The captain of STNG’s U.S.S. Enterprise is Jean Luc Picard. Other characters regularly appearing on STNG include: the first officer, Commander William Riker; the science officer, an android, Lieutenant Commander Data; the chief engineer, Geordie LaForge; the medical officer, Beverly Crusher; the ship’s counselor, Deanna Troy and the Klingon-born security officer, Lieutenant Worf.

22. STNG: episode introduction narration (from the Star Fleet Charter).


24. See HUGO GROTTS, DE JURE BELLII AC PACIS LIBRI TRES (James B. Scott ed. & Francis W. Kelsey et al. trans., 1925) (1623). This text is generally regarded as the foundation of modern international law.


26. Id.
government of a planet must apply for membership and convince the Council that the planet's people are ready and willing to fulfill the terms of the Federation constitution, much in the same way a state applies for membership in the United Nations today. The Federation is headquartered in the City of San Francisco on Earth, where Earth's United Nations was first established in 1945. Two notable distinctions between the Federation and today's United Nations are that the Federation's constitution guarantees individual rights and that the Federation has a standing military force, in the form of Starfleet, which protects the Federation from external threats. However, unlike U.N. peace keeping forces, Starfleet cannot be used to impose order within the Federation or with whom the Federation is in alliance.

As Joseph and Carton explain in their article, within the Federation, relations are governed by "a legal system in which formality has been replaced by informality and procedural safeguards have been replaced by trust." In contrast, relations with those from the many worlds outside the Federation—especially the Cardassians, Romulans, Sheiliak, Ferengi and to some extent the Klingons, with whom the Federation is in an uneasy alliance—are marked by mistrust and occasional hostility. As illustrated below, this second system of law portrayed in STING is governed by rules analogous to today's international law.

27. It is established in the seventh-season episode "attached" that a planet must have a unified planetary government to qualify for Federation membership.

28. See infra notes 85-95, and accompanying text.

29. See OKUDA & OKUDA, supra note 18, at 24.

30. See id. at 24. While the U.N. Charter states in Article 55 that the organization "shall promote . . . universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion," such rights are not enumerated or guaranteed by the Charter. U.N. CHARTER art. 55. Many of the members of the United Nations, however, are party to the International Covenant on Political and Civil Rights, Dec. 16, 1966, 999 U.N.T.S. 171. This treaty, which was negotiated under U.N. auspices, guarantees the same sorts of specific individual rights as are guaranteed by the Federation constitution.


32. See STING: Redemption II, No. 100 (Sept. 23, 1991) (including a scene where Picard tells the leader of the Klingon High Council that Starfleet has no authority to prevent an anticipated coup by another Klingon faction).

33. Joseph & Carton, supra note 1, at 59.

34. For a text providing detailed descriptions of the worlds making up the Federation and the worlds outside the Federation, see SHANE JOHNSON, STAR TREK: THE WORLDS OF THE FEDERATION (1989).

35. Customary international law is similar to domestic common law in that it is legally binding though it is not contained in a treaty or statute.


37. See, e.g., STING: Suddenly Human, No. 77 (Oct. 15, 1990) (referring to a peace agreement between the Federation and the Talarians).


41. See, e.g., STING: Data's Day, No. 84 (Jan. 7, 1991); STING: Future Imperfect, No. 81 (Nov. 12, 1990); STING: The Defector, No. 57 (Jan. 1, 1990); STING: The Enemy, No. 54 (Nov. 8, 1989); STING: Contagion, No. 36 (Mar. 20, 1989); STING: The Neutral Zone, No. 25 (May 16, 1988).

A. Treaties in the 24th Century

Under today's principles of international law, binding international agreements are referred to generically as "treaties," although a particular agreement may be labeled a convention, pact, protocol, charter, covenant, declaration, exchange of notes, modus vivendi or communique. On 20th-century Earth, treaties are the principal, though not exclusive, source of obligation in international law. The other major source of obligation is international custom, as evidence of a general practice accepted as law. While a number of STING episodes concern the application of treaties between foreign worlds and the Federation, no episode mentions a 24th-century counterpart to customary international law. The 24th-century preference for treaty over custom makes sense in the context of a universe in which most parties have had little past interaction with one another and therefore have not developed anything approaching a general practice. Moreover, given their likely divergent conceptions of law, the worlds of the 24th century would wisely choose to govern their relations through negotiation of written, concrete instruments, which clearly express their intentions. The disappearance of the concept of customary international law over the next 400 years might be the natural outcome of the contemporary effort to codify custom in texts that bring clarity and precision where there had been obscurity and doubt.

Many of the treaties at issue in STING are types that are common in today's international legal system. For instance, there are several episodes dealing with mutual defense treaties, treaties defining territorial boundaries and peace treaties. Notable examples include the treaties with the Klingons, Romulans and Cardassians. In Redemption, viewers learn that the Federation-Klingon Treaty of Alliance includes a pledge of mutual defense. This treaty is similar to the North Atlantic Treaty, which established the North Atlantic Treaty Organization in 1949 and the Treaty of Friendship, Co-operation and Mutual Assistance, which established the Warsaw Pact in 1955. Several episodes deal with the Federation-Romulan Treaty of Algeron, which establishes the neutral zone, an area of space in which Federation and Romulan ships are prohibited from entering without permission.

42. See supra notes 25-28 and accompanying text.
similar to the existing DMZ between North and South Korea. In *The Wounded*, viewers are told that in the year 2367, the Federation signed a peace treaty with the planet Cardassia, concluding a long and bloody conflict with its inhabitants.

Today's international law makes a somewhat artificial distinction between agreements that are governed by international law and agreements between states that by their very nature do not constitute international treaties. An often cited example of the latter type of agreement is a contract between states for the purchase of commodities. Interestingly, interstellar law does not appear to recognize such a distinction. In *Code of Honor*, for example, the Enterprise is on a "diplomatic mission" to establish a "treaty" with planet Ligon II to acquire a rare vaccine needed to treat the outbreak of a virulent plague on planet Stryris IV. The treaty is essentially a contract for a commodity.

One episode in particular, *The Ensigns of Command*, is especially useful in illustrating a range of 24th-century principles of treaty interpretation in operation. In that episode, the Enterprise receives a message from a race known as the Sheliak demanding the immediate removal from planet Tau Cygna V of Federation colonists who have been on the planet for ninety-three years. The Sheliak claim the settlement exists in contravention of the Treaty of Cardassia, concluding a long and bloody conflict with its inhabitants.

While Captain Picard spends hours studying the text of the treaty for a way out of his dilemma, it is curious that he never turns to the treaty's travaux preparatoires (negotiating record) for a possible answer. By confining himself to the text of the treaty, Picard's action suggests that, in the 24th century, the text is the primary, and possibly sole, source of treaty interpretation. This has also been the practice of the International Court of Justice, which has consistently ruled that the text of a convention is sufficiently clear in itself. Other courts, however, including the U.S. Supreme Court, are quicker to resort to the negotiating record in interpreting an international treaty.

In addition to examining the record for clues regarding original intent, courts also frequently examine the subsequent conduct of the parties as evidence of such intent. In *The Ensigns of Command*, Picard does so in The Ensigns of Command, had Picard done so in *The Ensigns of Command*, he could have argued that the Sheliak's failure to protest the establishment of the colony for ninety-three years was evidence that the treaty should be interpreted as permitting the continued existence of the colony.

Finally, the Sheliak's acquiescence in Picard's delay tactic of selecting an unavailable arbitrator indicates a propensity for stricter adherence to the treaty text than usual found in today's cases of treaty interpretation. In two recent cases before the International Court of Justice, for example, the World Court read an exception for futility into a treaty clause that provided for a six-month period of arbitration as a precondition before resort to the Court. In one case, the President of the World Court stated that "the Respondent's argument whereby the Court's jurisdiction is denied through the non-lapse of the six-month period would appear too legalistic."

*The Ensigns of Command* also demonstrated STNG's recognition of the international law rule that a violation of a treaty by one party does not automatically render the treaty a nullity. Rather, a material breach gives rise to a right in the other party to terminate the treaty or to suspend the performance of its own obligations under the treaty. Thus, the Sheliak do not claim that the Federation's breach of the Treaty of Cardassia *ipso facto* puts an end to the treaty.

A similar point is made in *The Enemy*, in which the Enterprise responds to a distress signal from a Romulan vessel at planet Galorond Core, located a half-light-year within Federation space. When a Romulan warship arrives to take custody of the survivor of the wreck, the Romulan commander, Tomalak, denies that the incursion was a treaty violation, claiming it was the result of a navigational error. Although doubting the validity of the claim, Picard lets the incident pass with just a warning. This situation also illustrates the 24th-century analogue to the international law principle that state responsibility for a violation of an international obligation is precluded if the act was due to an

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44. STNG: *Code of Honor*, No. 3 (Oct. 12, 1987).
46. STNG: *The Ensigns of Command*, supra note 41.
47. STNG: *The Ensigns of Command*, supra note 46.
49. STNG: *The Ensigns of Command*, supra note 46.
50. STNG: *The Ensigns of Command*, supra note 46.
51. STNG: *The Ensigns of Command*, supra note 46.
52. STNG: *The Ensigns of Command*, supra note 46.
53. STNG: *The Ensigns of Command*, supra note 46.
54. STNG: *The Ensigns of Command*, supra note 46.
irresistible force or to an unforeseen external event beyond its control.\textsuperscript{55} This episode is similar to the 1983 incident involving the Soviet downing of a Korean civilian airplane. In assessing whether the Soviet Union violated international law, commentators have noted that the question turns on whether the plane was in Soviet airspace as the result of a navigational error or other inadvertence.\textsuperscript{56} The seventh-season episode entitled \textit{The Pegasus}\textsuperscript{57} indicates that in the 24th century, violations of some treaties result in individual criminal responsibility. In this episode, Rear Admiral Eric Pressman is beamed aboard the Enterprise with a secret mission: to beat the Romulans in locating the Pegasus, which disappeared years ago while experimenting with a phasing cloaking device that Algeron may be unique in this respect. Rear Admiral Eric Pressman is beamed aboard the Enterprise with a secret mission: to beat the Romulans in locating the Pegasus, which disappeared years ago while experimenting with a phasing cloaking device that Algeron may be unique in this respect. Algeron may be unique in this respect.\textsuperscript{58}

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Individual criminal responsibility for the breach of a treaty is rare under today's international law. Under traditional principles of international law, violations of treaties are the responsibility of the state, not the government officials and military personnel involved.\textsuperscript{60} The post-World War II Nuremberg Tribunal established that there could be individual criminal responsibility for violations of treaties codifying the laws of war.\textsuperscript{61} Since then, a handful of conventions have been adopted establishing individual liability for specified violations of international law;\textsuperscript{62} but the vast majority of today's treaties do not contemplate individual criminal responsibility for their breach. It is not clear from \textit{The Pegasus}\textsuperscript{63} whether the Treaty of Algeron uniquely provides for individual responsibility, or whether in the 24th-century individuals are criminally liable for violations of any treaty. A subsequent episode, \textit{Lower Decks},\textsuperscript{64} suggests the answer to this question: To find Ensign Sisko, who disappeared while on a covert mission to retrieve a Cardassian spy who was working for the Federation, Captain Picard orders a probe launched into Cardassian space. While Commander Riker warns Picard that such action would be a clear treaty violation, he does not raise the possibility of individual criminal responsibility, suggesting that the Treaty of Algeron may be unique in this respect.

\subsection*{B. State Succession}

Under today's international law, when territory passes from one state to another, issues arise relating to the extent the territory continues to be governed by the laws and treaties applicable to its former sovereign as opposed to those of its new sovereign.\textsuperscript{65} Recently, the question of state succession has arisen in connection with the absorption of East Germany by West Germany to form a unified Germany, the merger of the Yemen Arab Republic (North Yemen) and

\begin{itemize}
\item \textit{The Pegasus}, supra note 57.
\item \textit{STING: Lower Decks}, No. 167 (1994).
\item See generally D.P. O'CONNELL, STATE SUCCESSION IN MUNICIPAL LAW AND INTERNATIONAL LAW (1967).
\end{itemize}
the People’s Democratic Republic of Yemen (South Yemen) to form the unified
Republic of Yemen and the dissolution of the former Soviet Union, Yugoslavia
and Czechoslovakia. In STNG, the 24th century version of state succession is at
issue in two seventh-season episodes, Journey’s End and Preemptive Strike.
Both episodes involve Federation colonies located on planets that have been
ceded to the Cardassian Empire as part of the Federation-Cardassian peace treaty.
In Journey’s End, the colonists, who are descendants of American Indians, choose
to become Cardassian citizens, subject to Cardassian rule, rather than relocate
to another planet in Federation space. In contrast, the colonists of the planets
concerned in Preemptive Strike decide to launch a war of independence rather
than agree either to evacuate their planets or come under Cardassian rule. These
episodes demonstrate that in the 24th century, when a planet comes under the
sovereignty of another, the inhabitants become citizens of the latter planet and
subject to its laws. This is consistent with the contemporary rules of state
succession, as codified in the Vienna Convention on Succession of States in
Respect of Treaties.\(^65\) Applying today’s precedent to STNG, the former
Federation colonists would not only lose their Federation citizenship and the
rights that accrue therefrom, but also the benefit of any treaties that had
previously been applicable to their planet as part of the Federation.
If the colonists in Preemptive Strike succeeded in their quest for independence,
20th-century international law would suggest that their planet should be given a
clean slate, with neither rights nor obligations under the treaties of its
predecessor.\(^86\) There is a modern debate over whether human rights treaties
should be exempt from the clean slate theory.\(^69\) The question is particularly
relevant to STNG since viewers learn in another episode\(^70\) that the Federation
and the Cardassian Empire are both parties to the Seldon IV Convention, which
governs the treatment of prisoners of war. If the clean slate theory applies even
to this Convention, then the newly independent worlds would be free to mistreat
any Cardassian or Federation prisoners captured during the fight for
independence.

C. Diplomatic Relations

In Sarek,\(^71\) viewers find the Enterprise on a diplomatic mission to host a
conference between Federation Ambassador Sarek of Vulcan and a delegation
from Legara IV. After difficult negotiations, the Legarans agree to diplomatic
relations with the Federation. Although the accomplishment is hailed as the final
triumph of Sarek’s distinguished career, the episode does not indicate the legal
significance of establishing diplomatic relations in the 24th century.

Under today’s international law, the establishment or maintenance of diplomatic
relations between states does not necessarily constitute a seal of approval.\(^72\)
Technically, the establishment of diplomatic relations means only that a state will
send diplomatic representatives to a country and agree to receive that country’s
diplomatic representatives in turn. As a consequence of establishing such
relations, diplomatic premises and diplomatic agents (and members of their
families) are entitled to certain privileges and immunities, such as immunity from
arrest or criminal prosecution.\(^73\) STNG recognizes a similar concept of

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When part of the territory of a State, or when any territory for the international relations of
which a State is responsible, not being part of the territory of that State, becomes part of the
territory of another State:
(a) treaties of the predecessor State cease to be in force in respect of the territory to which
the succession of States relates from the date of the succession of States; and
(b) treaties of the successor State are in force in respect of the territory to which
the succession of States relates from the date of the succession of States, unless it appears from
the treaty or is otherwise established that the application of the treaty to that territory
would be incompatible with the object and purpose of the treaty or would radically change the
conditions for its operation.

Id. at art. 15.


A newly independent State is not bound to maintain in force, or to become a party to, any
treaty by reason only of the fact that at the date of the succession of States the treaty was
in force in respect of the territory to which the succession of States relates.

Id. at art. 16.
diplomatic immunity in The Mind’s Eye, in which Klingon Ambassador Kell, accused of being an accomplice in the attempted assassination of the Kriosian Governor, declares that as an Emmissary of the Klingon High Council, he cannot be searched without his consent.

D. Interstellar Dispute Resolution

There exists in STNG no counterpart to today’s International Court of Justice. Nor are domestic courts seen as having jurisdiction over interstellar disputes. This is perhaps due to a broader conception of foreign sovereign immunity than currently applied under international law. Originally under international law, states were immune in all cases from suit in the courts of other states. This absolute immunity was based on the conception that all states are equal and that no state may exercise authority over any other. As states became increasingly involved in commercial activities, the absolute immunity has been replaced by a restrictive doctrine of immunity. This restrictive doctrine provides that a state can be sued in the courts of another state on issues involving activity or property that is commercial rather than public in nature. Apparently, immunity in STNG follows the original absolute rule rather than the modern doctrine.

Rather than resort to interstellar adjudication, most disputes in STNG are settled by non-adjudicatory procedures, referred to in today’s lexicon as “alternative dispute resolution.” Two types of non-adjudicatory measures for dispute resolution that are frequently mentioned in STNG are mediation and arbitration.

Under international law, mediation is the use of a third party to induce quarreling parties to resolve their dispute. The mediator takes an active role in defining areas of difference and agreement and making proposals for compromise. The mediator can be a state, an international organization or a private party. Similarly, the mediators portrayed in STNG include a private individual, a Starship captain and a Federation ambassador. In Loud as a Whisper, the Enterprise is assigned to transport famed mediator Riva to help resolve a bitter conflict on planet Solais V. Events in The Outrageous Okona require Captain Picard to mediate a dispute between the twin planets Altec and Strelab, whose ruling families have filed claims against each while Captain Thadun Okona. Federation Ambassador Odan is assigned in The Host to diplomatic duty aboard the Enterprise to help mediate a dispute between the two moons of the Pelar Zel system.

The second form of non-adjudicatory dispute resolution portrayed in STNG is arbitration. Under today’s international law, arbitration, in contrast to mediation, leads to a binding dispute settlement on the basis of law. Arbitration differs from adjudication in that the parties themselves pick the arbitrators, determine the procedure and indicate the applicable law. As mentioned above, the dispute between the Sheliak and the Federation in The Ensigns of Command is resolved by referring it to arbitration. The episode clearly demonstrates the right under arbitration for the parties to choose their arbitrator. In Redemption, Picard presides over an arbitration to decide which of two Klingons should succeed as Leader of the High Council of the Klingon Empire. This episode focused particularly on the choice of governing law. Though Picard is a Starfleet officer, this arbitration is governed by Klingon rather than Federation rules of procedure and substantive law.

E. Membership in Interstellar Organizations

Several episodes of STNG concern application by alien worlds for membership in the United Federation of Planets. These episodes indicate that the criteria for membership in the Federation are similar to the criteria for membership in the United Nations as laid down in Article 4 of the U.N. Charter. Article 4 requires that the applicant be a peace-loving state that is ready and willing to fulfill the obligations of the Charter.

In The Hunted, revelations about the Angosia III government’s inhumane treatment of its genetically altered soldier class convince Picard to recommend against Federation membership for Angosia. One of the obligations of the U.N. Charter, which applicants must demonstrate a willingness to fulfill, is the obligation to “promote and encourage respect for human rights.” Just as Picard recommends that the Angosian application for membership in the

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81. Roger T. Patterson, Dispute Resolution in a World of Alternatives, 37 Cath. U. L. Rev. 591, 593 (1988) (stating that initially each party selects one arbitrator, and the two arbitrators select a third).
82. STNG: The Ensigns of Command, supra note 36.
83. Redemption, supra note 38.
84. Gowron or Duras. Id.
85. See, e.g., STNG: Mashuni, No. 44 (June 19, 1989). In this episode, the Enterprise is on a diplomatic mission to transport Andorian and Betazoid delegates to a conference on the planet Pacific to consider the question of admitting planet Andor III to the Federation.
88. STNG: The Hunted, supra note 87.
of the Security Council.\textsuperscript{94} The United Nations, however, has never acted under this provision.\textsuperscript{95}

F. Interstellar Law as an Analogy to Law of the Sea

In \textit{The Price,}\textsuperscript{96} the Enterprise serves as host for negotiations for use of the Barzan wormhole, a phenomenon that would allow almost instant travel to an unexplored corner of the galaxy. The Barzan government hopes the proceeds from the sale of rights to use the wormhole will bolster the economy of its poor planet. The assumption underlying the episode is that Barzan has the right to control the wormhole as it pleases since the entrance to the wormhole is in Barzan space. This would be consistent with international law if the wormhole were viewed as an international watercourse, which is usually a river that connects land-locked states to the high seas through coastal states. There is no customary international law right of freedom of navigation in an international watercourse. Any state controlling both banks of the river is free, in the absence of a controlling treaty, to regulate and even block shipping to and from upper and lower riparian states.\textsuperscript{97}

On the other hand, the wormhole has many of the characteristics of an international strait, which is a route between two parts of the high seas. Under the law of the sea, international straits are treated as international highways through which merchant vessels have a right to free and unlimited passage.\textsuperscript{98} By analogy, the parties in \textit{The Price} could have argued that Barzan’s authority to control use of the wormhole was limited to prescribing regulations for safety and prevention of pollution.\textsuperscript{99} Barzan did not have authority to auction off rights to the wormhole’s exclusive use. Interestingly, the central plot of \textit{STNG’s} spin-off series, \textit{Star Trek: Deep Space Nine}, concerns a stable wormhole discovered in the Bajoran system. While the Federation station, Deep Space Nine, is moved to the mouth of the wormhole to help ensure the security of Bajor, neither Bajor nor the Federation seeks to control or even regulate use of the wormhole by alien races. \textit{STNG’s} concept of wormholes can be particularly

\textsuperscript{90} The United States has recently taken such a position with respect to the admission of Serbia-Montenegro:

STNG’s looks forward to the day when it can support Serbia-Montenegro’s application for admission to the United Nations. Unfortunately that day appears to be far away. Earlier this week the Bosnian Serbs launched new attacks on Bosnian Government positions near Bihac. Gross violations of human rights continue. There are close to two million displaced persons. Many have been killed, and physically and mentally abused. It appears that the Serbs are making a special effort to show their contempt for this institution.

The Belgrade authorities must end their support for the Bosnian Serbs. They must end their aggression in Bosnia and Croatia. The international community, and this organization have gone on record as demanding that the Bosnian Serbs sign and implement the peace plan which the other two parties have signed. Until that day they will remain international pariahs. The United States will support Serbia-Montenegro’s membership in this organization when, and only when, Serbia-Montenegro meet the criteria in the United Nations Charter. That is, Serbia-Montenegro must show that it is a peace loving, and demonstrate its willingness to comply fully with Chapter Seven resolutions.


\textsuperscript{91} \textit{STNG:} \textit{Lonely Among Us,} No. 6 (Nov. 2, 1987).

\textsuperscript{92} \textit{STNG:} \textit{Attached,} No. 160 (1994).
useful when exploring in class the reasons for the distinctions between the international law of watercourses and international straits.

G. Interstellar Environmental Law

Recently, large-scale climatic changes, such as depletion of the stratospheric ozone layer protecting the earth from radiation and the possible melting of polar ice, have become the focus of attention. Similar issues have been raised in STNG. In Force of Nature, the Enterprise discovers that persistent warp (faster than light) travel in certain regions of space is causing damage to the very fabric of space, and consequently causing gravitational shifts that change the climates of nearby planets. The episode concludes with the following colloquy between the Enterprise’s officers:

Picard: Ah, we've received new directives from the Federation Council on this matter. Until we can find a way to counteract the warp field effect, the Council feels the best course is to slow the damage as much as possible. Therefore, areas of space found susceptible to warp fields will be restricted to essential travel only and effective immediately, all Federation vehicles will be restricted to a speed of Warp 5, except in cases of extreme emergency.

Worf: The Klingons will observe these restrictions, but the Romulans will not.

Troi: And what about the Ferengi, and the Cardassians for that matter?

Picard: The Federation is sharing all our data with warp capable species. We can only hope that they realize it's in their own interest to take similar action.

The above exchange tells us several things about the state of interstellar environmental law in the 24th century. First, it indicates that there is a "necessity" limitation to protection of the environment, i.e., notwithstanding the harm to the environment, "essential" travel is still permitted and speeds over Warp 5 are allowed in "cases of emergency." This concept is similar to 20th-century provisions of the law of war which permit destruction of the environment when "justified by military necessity." In contrast to interstellar law in the 24th century, however, the international law exception for environmental damage justified by necessity is limited to the context of armed conflict. During peacetime, states are required without exception to "ensure that activities under their jurisdiction or control are so conducted as not to cause damage by pollution to other States and their environment." The question of which rule is better suited to the 24th-century environmental situation is likely to lead to a lively classroom discussion.

Second, the episode indicates that there is no 24th-century counterpart to today's customary law concerning the environment. While the Federation can obtain the agreement of its allies to comply, it must hope other worlds will voluntarily follow the Federation's practice out of self-interest. Despite the existence of customary international law with vague admonitions about damaging the environment, today's international environmental law, too, has proceeded largely through negotiation of treaties. Recent examples include the 1990 Protocol on Substances that Deplete the Ozone Layer and the 1992 Convention on Climate Change. Like the Federation, the international community must hope key countries will ratify and comply with these instruments.

Perhaps the closest analogy to the hazard described in Force of Nature is the contemporary problem of orbiting space debris. Like the fictional hazard, orbiting debris is most hazardous in regions of space that are particularly suited to spacecraft operations. In addition, regulation of space debris is extremely limited. International control of debris, such as it is, is effected through

market incentives derived from international accords such as The Outer Space Treaty and the Convention on International Liability for Damage Caused by Space Objects.

Just as the Federation Council has unilaterally promulgated environmentally friendly administrative regulations for the operation of its vessels, the United States has produced its own standards and operating procedures for the control of space debris. As early as 1981, the National Aeronautics and Space Administration (NASA) vented propellants and other pressurized gases from the spent upper stages of Delta launch vehicles in order to reduce the likelihood of an explosion in orbit. The first formal policy statement from the U.S. government on the subject of space debris appeared in 1987. Unwilling to merely lead by example, the United States has undertaken the task of prompting other space-faring nations to follow suit. It would seem, however, that the regulatory arm of the United Federation of Planets is less willing to exert its influence to encourage adherence to mutually beneficial environmental standards.

H. Terrorism

Several of STNG's episodes deal with terrorism, particularly the offense of hostage-taking. For example, in "Samaritan Snare," a beached ship uses a fake distress call to capture Enterprise Chief Engineer Geordi LaForge in an unsuccessful attempt to gain access to Federation weapons technology. "Too Short a Season" finds the Enterprise transporting Admiral Mark Jamerson to planet Mordan IV to negotiate the release of Federation hostages. While at planet Ruia IV to deliver medical supplies following reports of local unrest on the planet in "The High Ground," Enterprise Chief Medical Officer Beverly Crusher and Captain Picard are taken hostage by Ansata separatist movement members, who demand Federation intervention in their plight.


115. "The U.S. Department of Defense" will seek to minimize the impact of space debris on its military operations. Design and operations of [Department of Defense] space tests, experiments, and systems will be designed to minimize or reduce accumulation of space debris consistent with mission requirements." Office of the Secretary of Defense, Department of Defense Space Policy Statement, Mar. 10, 1987, reprinted in ORBITING DEBRIS, supra note 114, at 33.

116. "The United States Government will encourage other space-faring nations to adopt policies and practices aimed at debris minimization." White House, President Bush's Space Policy, November 1989, Fact Sheet n.34, reprinted in ORBITING DEBRIS, supra note 114, at 33.


118. STNG: "Too Short a Season," No. 15 (Feb. 8, 1988).


Hostage-taking has likewise been a persistent problem for today's international community. Efforts by the international community to combat such acts have led to the conclusion of the International Hostage Taking Convention. The Convention obligates states to cooperate to resolve hostage-taking incidents and to prosecute alleged offenders found within their territory or to extradite them to another state for prosecution. Moreover, in 1985 the U.N. Security Council adopted a resolution condemning all acts of hostage-taking and abduction and declaring that all states are obligated to prevent such acts. Although the problem is pervasive in the 24th century, there seems to be no interstellar parallel in STNG to today's international law against terrorism.

In the 24th century, bargaining with terrorists for the release of hostages seems to be the standard operating procedure. Admiral Jameson in Too Short a Season reveals that his celebrated negotiations which led to the release of Federation hostages on Mordan IV some forty-five years ago was actually an arms-for-hostages deal with marked similarities to the events surrounding the Iran-Contra scandal. The High Ground shows the Enterprise crew trying unsuccessfully to bargain with the leader of a group of I.R.A.-like terrorists, Kyril Finn, for the release of Doctor Crusher and Captain Picard. In Exiles on Earth, Starfleet authorizes Picard to offer amnesty to Bajoran terrorists who have attacked a Federation settlement on planet Solarin IV in return for their promise to discontinue attacks on Federation outposts. Similarly, in The Vengeance Factor, Picard negotiates a truce with the Acamarian outlaw group called the Gatherers, which was responsible for terrorist raids against Federation outposts near the Acamarian system. It is surprising that the worlds in STNG regularly bargain with terrorists and that the Federation would grant them amnesty for their crimes. This is perhaps an unwarranted departure from today's conventional wisdom that bargaining with terrorists only leads to more terrorism. Until the 19th century, extradition of fugitives was rare and was a matter of sovereign discretion rather than obligation. Faced with the growing internationalization of terrorism.


123. STNG: "The Vengeance Factor," No. 56 (Nov. 20, 1989).

124. See PATTERNS OF GLOBAL TERRORISM, supra note 123.


126. See supra note 124.
crime, states began to conclude bilateral extradition treaties requiring the extradition of fugitives when the terms of the treaties were met. Under U.S. law, a fugitive cannot be surrendered except pursuant to such a treaty. This is not the law of the Federation in \textit{STNG}.

Six of \textit{STNG}'s episodes involve questions of extradition. Not once, however, is the existence of a relevant extradition treaty mentioned. Nor does \textit{STNG} state that the act is not a crime under the law of both states; that the act is considered a political offense; that the requesting state seeks to try or punish the fugitive for crimes in addition to the crimes for which \textit{S}he was extradited; that the requested state is not obligated to surrender its nationals; or that the requested state views the requesting state's proceedings as fundamentally unfair. A survey of \textit{STNG}'s extradition practice demonstrates that it is foreign from the modern-day conception.

In \textit{The Hunted}, Captain Picard agrees to turn over to Angosian authorities a prisoner escaped from a high-security penal colony, despite evidence that the prisoner's only crime is that he had been an Angosian soldier, and after the war the Angosian government perceived all its soldiers as a threat to society. In today's practice, extradition of the fugitive would be denied on grounds that the crime of being a former soldier is not a crime under Federation law (lack of double criminality) or that, under the circumstances, the act constitutes a political offense.

An opposite result is reached in \textit{Transfigurations}. In that episode, the Enterprise discovers the wreckage of a small space vehicle and rescues a survivor, referred to as "John Doe," who suffers from memory loss and appears to be undergoing a mysterious cellular mutation. A Zalkonian vessel arrives, and the vessel's captain demands the surrender of Doe for crimes against his people. Captain Picard refuses Doe's surrender when Doe is found to be metamorphizing into an energy-based being and Picard learns that the Zalkonian captain's mission is to prevent this evolution by hunting down all mutating Zalkonians. Here, though Picard cites only broad humanitarian grounds for his refusal to surrender Doe, the denial of the Zalkon request could have been justified under the principle of double criminality or the political offense exception.

In \textit{A Matter of Perspective}, Commander Riker is accused of murdering Dr. Nel Apgar, an intergalactically respected scientist. Local Tanugan authorities demand that the Enterprise surrender Riker for prosecution. Under Tanugan law, alleged offenders are presumed guilty. Although Captain Picard negotiates a stay of extradition pending an investigation, he never questions his obligation to turn Riker over to the Tanugans if the investigation does not prove Riker's innocence. Following today's extradition practice, Picard could have denied Riker's extradition on the ground that the Federation is not bound to surrender its own nationals, that Riker has diplomatic immunity or that the Federation would view proceedings under the Tanugan presumption of guilt as incompatible with fundamental due process.

The Enterprise transports a Vulcan ambassador to the Romulan Neutral Zone for negotiations in \textit{Data's Day}. When it is revealed that the ambassador is really a Romulan spy who has been conducting covert operations in Federation territory, Picard does nothing to seek her return for prosecution. Although Picard is later chastised by his superiors in Starfleet for his inaction, an extradition request in these circumstances may have been deemed futile for a variety of reasons. It is possible that no extradition relations existed between the Federation and the Romulans, since the two worlds had not communicated for the past fifty-three years, or that espionage is deemed a political offense for which extradition is regularly denied.

In \textit{Heart of Glory}, the Enterprise takes custody of three renegade Klingons who commandeered a Talarian ship and attacked and destroyed a Klingon cruiser. A Klingon ship approaches and demands that Picard surrender the Klingon renegades as soon as the two ships are in range. Picard agrees to hand them over despite Lieutenant Worf's protestations that "they will be tried and executed." This was a particularly surprising result given that an earlier episode established that the Federation has outlawed the death penalty. A year after \textit{Heart of Glory} first aired, this very issue was litigated before the European Court of Human Rights in the Soering case. In that case, a German national named Jens Soering sought to prevent his extradition from the United Kingdom to the United States, where he would face the death penalty for his crimes. The Court blocked Soering's extradition on the ground that it would expose him to a real risk of inhuman or degrading punishment in violation of the European Convention Against Torture.

\begin{footnotes}

131. During the episode, Riker was on a diplomatic mission for the Federation. \textit{A Matter of Perspective}, supra note 130. As such, he should be accorded the immunities of diplomats, who are exempt from the municipal law of the host country. "The reason of the immunity of diplomatic agents is clear, namely: that Governments may not be hampered in their foreign relations by the arrest or forcible prevention of the exercise of a duty in the person of a governmental agent or representative. If such agent be offensive and his conduct is unacceptable to the accredited nation it is proper to request his recall; if the request be not honored he may be in extreme cases escorted to the boundary and thus removed from the country." \textit{Exemption From Judicial Process}, 4 HACKETT'S DIGEST § 400 (1942).
133. Data's Day, supra note 41.
136. Id. (Worf).
137. See \textit{STNG}: \textit{Justice}, No. 7 (Nov. 9, 1987).
\end{footnotes}
on Human Rights. After the Court's decision, the prosecutor amended the charges to remove the offense of capital murder, and the United Kingdom then extradited Soering for trial in the United States. Similarly, Picard could have insisted on an assurance that the death penalty would not be imposed before surrendering the renegades. That he did not is further evidence of the underdevelopment of extradition law in the 24th century. As is apparent from these episodes, the absence of rules governing the surrender of fugitives can lead to international conflict.

J. Extraterritorial Jurisdiction
Several episodes involving extradition indicate STNG's expansive concept of what is known as "nationality-based jurisdiction." In The Drumhead, Klingon exobiologist J'Daan is found responsible for the transmission of technical schematics from the Enterprise to the Romulans and is arrested and referred to Klingon authorities on charges of espionage. Under today's international law, the Klingons' basis of jurisdiction over J'Daan would be under the nationality principle, i.e., that the Klingon government has authority to prosecute Klingon citizens for certain crimes committed outside Klingon territory.

The crime of treason (which would encompass J'Daan's acts) is one of the few crimes for which the United States asserts criminal jurisdiction over its citizens for acts committed outside U.S. territory. In contrast, civil law countries, such as France and Germany, exercise jurisdiction over any crime committed by their citizens abroad. At least one alien society portrayed in STNG, the Ullians, was seen to exercise similarly expansive nationality-based jurisdiction over its citizens. In Violations, a Ullian found to have committed a form of rape involving memory invasion aboard the Enterprise is returned to Ullian authorities another state without the latter's consent.

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The Federation presumably had concurrent jurisdiction in these two episodes since the crimes occurred aboard a Federation-registered Starship. Under contemporary international law, the state of registry has jurisdiction over crimes committed aboard its vessels, aircraft and spacecraft. The fact situations presented in The Drumhead and Violations, therefore, can be used to explore international law issues of conflict of jurisdiction and choice of law—i.e., if both the Federation and the Klingons/Ullians had asserted jurisdiction, where would the case be tried and whose law would apply?

Interestingly, the possibility of asserting concurrent jurisdiction was never raised in Heart of Glory, discussed above in the context of extradition. The crimes for which the Klingon renegades in that episode were accused, seizing a space vessel and using it to attack another, could have been analogized to today's crimes of piracy and maritime terrorism, over which all nations have universal jurisdiction to prosecute offenders. If the Federation could have asserted such jurisdiction, it could have conducted its own trial of the renegades, thereby ensuring that both the process and punishment comport with Federation notions of fairness.

K. Extraterritorial Apprehensions
In Encounter at Farpoint, Picard asks Commander Riker if he would object to "a clearly illegal kidnapping" of the leader of the Bandi, Groppler Zorn, who had refused to inform the Enterprise of the identity and nature of an attacking alien ship. Just as Picard orders Groppler Zorn be "beamed aboard," a being claiming to be part of an all-knowing super race known as the Q, which has been monitoring the Enterprise's mission in order to judge the human race, materializes on board the Enterprise and tells Picard that he has condemned the human race by failing to follow even his own rules. This brief exchange touches upon one of the most controversial issues of modern international law: the right of authorities of one state to abduct a person from another state without the latter's consent. Picard's acknowledgment that the kidnapping would be "clearly illegal" suggests that the Federation recognizes a principle analogous to the international law rule that unconsented abductions abroad are considered a violation of the territorial state's sovereignty.


139. The Drumhead, supra note 134.
143. In STNG, the Enterprise's registration number is N.C.C. 1701-D. The Federation would not have jurisdiction if, unlike the Ullians, it did not have a statute criminalizing memory invasion. Given the peculiar nature of the offense, it is possible that the Federation would treat it only as a tortious assault.
There is growing debate over whether there should be an exception to the prohibition on consensual extraterritorial law enforcement action for situations involving the right of self-defense. The right of self-defense might, for example, justify a hostage rescue attempt by the authorities of one state in the territory of another. It might also justify intervention to apprehend terrorists who constitute a continuing threat to the intervening state. The expanding notion of self-defense is, however, extremely vulnerable to abuse, and it is noteworthy that Picard does not invoke the notion to excuse his actions, though the kidnapping of Zorn could be seen as necessary to repel an alien attack.

I. Asylum and Refugee Status

A number of STNG’s episodes deal with requests by individuals for asylum aboard the Enterprise. For example, in The Defector, Romulan Admiral Jarok flees across the Neutral Zone and requests asylum aboard the Enterprise. He is willing to trade military secrets for asylum and says he wishes to defect because of the blind aggression of the new Romulan command. In The Mind’s Eye, Klingon Special Emissary Kell, accused of being an accomplice to the Romulan plot to assassinate Kristos Governor Vagh, requests asylum aboard the Enterprise rather than face “Klingon justice.” Picard says he will grant asylum only if Kell is cleared of the charges. In another episode, Picard agrees to give asylum to sixty-year-old Kaelon scientist Timicin so that he does not have to face the Kaelon practice of “resolution” (voluntary suicide at age sixty). In I, Borg, Picard offers asylum to a young Borg who achieves individuality aboard the Enterprise. Picard grants asylum in The Masterpiece Society to Hannah Bates and twenty-two other colonists of Moab IV who wish to leave their genetically engineered bubble-society after contact with the Enterprise crew.

from another state without the latter’s consent. See HENKEN ET AL., supra note 43, at 177. The General Assembly decided to defer the question while the United States and Mexico continued negotiations for a revised extradition treaty that would prohibit such abductions.


154. The Defector, supra note 41.

155. 156. The Mind’s Eye, supra note 74.

157. Id. (Kell).


159. The Borg are a hostile race with one collective mind and are committed to the forcible assimilation of all other races. See STNG: Q Who, No. 41 (May 8, 1989).

160. See HENKEN ET AL., supra note 43, at 1203. In the Asylum Case (Colombia v. Peru), 1950 I.C.J. 266, the International Court of Justice observed:

A decision to grant diplomatic asylum involves a derogation from the sovereignty of that State. It withdraws the sovereign from the jurisdiction of the territorial State and constitutes an intervention in matters which are exclusive within the competence of that State. Such a derogation from territorial sovereignty cannot be recognized unless its legal basis is established in each particular case.


164. Id. (Picard).
Romulan Admiral Jarok and Klingon Special Emissary Kell would be excluded from asylum or refugee status because they have committed serious non-political offenses. Similarly, the twenty-three Moab IV colonists desire to leave not because they are facing persecution, but because they wish to travel throughout the galaxy. On the other hand, the Universal Declaration of Human Rights states that "everyone has the right to leave any country, including his own, and to return to his country." This provision might be read as suggesting that international law recognizes a right to asylum for persons whose right to travel abroad is being abridged.

M. War Crimes and Crimes Against Humanity

Several of STNG's episodes serve as a useful starting point for a discussion of international humanitarian law—the law of war. The issue is explored in I, Borg, when the Enterprise crew captures an injured Borg, nurses him back to health and debates whether to return him to the Borg collective with a computer virus that would destroy the entire Borg race. Dr. Crusher makes the point that "even in war there are rules; you don't just kill civilians indiscriminately." Apparently, the Romulans do not feel bound by such rules. In The Mind's Eye, the Romulans subject Enterprise Chief Engineer Odo to "mental reprogramming" to induce him to assassinate the Governor of the Klingon Kriosian colony. This "brainwashing" would constitute a grave breach of the Geneva Convention if it occurred on 20th-century Earth. The Geneva Convention prohibits such acts during war or armed conflict, requires the state whose military authorities have committed such violations to bring the perpetrators to punishment and authorizes other states to try the perpetrators if they obtain custody over them. Surprisingly, the episode never references any 24th-century equivalent to the Geneva Convention which would prohibit mental reprogramming of captured enemy officers.

In contrast, such a treaty provision is mentioned in Chain of Command, Part II, in which the Cardassians capture and torture Captain Picard. Picard warns his captors that "torture is expressly prohibited by the Seldonian IV Convention governing the treatment of prisoners of war." Since Picard was captured during a covert mission which the Federation would not acknowledge, the Cardassians claimed he was not entitled to the Convention's protection. The Geneva Convention would provide even less protection under the circumstances since it is applicable only during war or armed conflict and applies only to persons wearing a distinctive uniform, not to spies.

While the Geneva Convention applies to war crimes, crimes against humanity committed both during war or peace are prohibited by the Convention on the Prevention and Punishment of the Crime of Genocide. The Genocide Convention defines "genocide" as murder, deportation and other acts committed with the intent to destroy a racial, national, ethnic or religious population in whole or in part. Several episodes indicate that STNG does not have any analogue to the Genocide Convention.

In The Survivors, a powerful being known as a Dowd admits to Captain Picard that, in a fit of anger, he wiped out an entire race of beings who were responsible for the death of his human wife. Picard responds, "We're not qualified to judge you; we have no law to fit your crime." In Haven, viewers learn that the people of the planet Tarella, having fled their war-devastated world, have been hunted to virtual extinction because they are carriers of deadly biological warfare agents. While the crew of the Enterprise expresses regret at the Tarellian tragedy, there is no mention during the episode that the systematic extermination of the Tarellians constituted a crime against humanity or violation of international law. Rather, Picard bases his refusal to destroy the last Tarellian ship solely on the ground that "Federation policy requires that we assist life forms in need, which must include the Tarellians." In The Vengeance Factor, the Federation supports efforts by the leader of the Gatherers to offer amnesty to the Cardassians, ending nearly a century of interstellar piracy and terrorism. The leader of the Gatherers, Chorgan, is a member of the Lornack clan, which had been responsible for the massacre of the Trolesta clan eighty years earlier. There have been similar modern-day proposals to give amnesty to those responsible for atrocities in the former Yugoslavia in return for treaty governing the treatment of prisoners of war. Both the United Federation of Planets and the Cardassian Union were signatories to the accord.[166] Okuda et al., supra note 18, at 295. Evidently, the Romulan Empire is not a party to the Convention and does not recognize it as the 24th-century equivalent of customary international law.

167. Id. at art. 13, § 2.
169. Id. (Crusher). It is questionable, however, whether any members of the Borg society could be considered innocent civilians since the Borg share a single collective thought process. As a consequence, all members of the Borg Collective arguably share responsibility for that race's military conduct.
170. The Mind's Eye, supra note 74.
172. Chain of Command, Part II, supra note 70.
173. Id. (Picard). The STAR TREK ENCYCLOPEDIA describes this convention as an "interstellar
their cooperation in the peace process. The United States has rejected such proposals as inconsistent with international law.\(^\text{183}\) In particular, the granting of amnesty to those responsible for genocide would be incompatible with provisions of the Genocide Convention, which provides an absolute obligation to prosecute and punish the perpetrators of genocide.\(^\text{184}\) Moreover, there is no statute of limitations for genocide.\(^\text{185}\) The Vengeance Factor\(^\text{186}\) avoids the issue by leaving it unclear whether Chorgan personally participated in the slaughter of the Trellian clan or was merely a descendent of one of those responsible.

**N. The Principle of "Jus Cogens"**

Under contemporary international law, a treaty is void if it conflicts with certain peremptory norms recognized by the international community.\(^\text{187}\) Slavery, which is criminal under international law, is one such norm.\(^\text{188}\) Under this principle, known as "jus cogens" (or peremptory norms), an international agreement resulting in the enslaving of a population would not be valid.

In Devil's Due,\(^\text{189}\) the Enterprise visits planet Ventax II, a world whose people are in the grip of widespread panic due to the anticipated arrival of Ardra, a legendary supernatural being. It seems the pollution-plagued, war-torn Ventaxians generations ago made a pact with Ardra: 1000 years of peace and health in return for their eternal slavery afterward. Picard tries to convince the Ventaxian leader, Jared, that his people are responsible for their own prosperity. But when Ardra begins to demonstrate her powers, Jared agrees to submit to her will, pursuant to the contract, until the crew of the Enterprise locates Ardra's hidden ship and power source and reveals her as a con-artist. Surprisingly, in contesting the validity of the contract, Picard does not argue the principle of "jus cogens.

From Devil's Due,\(^\text{190}\) viewers can deduce that either interstellar law does not have a concept comparable to "jus cogens\(^\text{191}\) or that slavery is not uniformly condemned by the interstellar community.

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\(^{183}\) See Madeleine K. Albright, *War Crimes in Bosnian*, S.F. CHRON., Dec. 4, 1993, at A22 ("We have made it clear that we will not recognize—and do not believe the international community will recognize—any dehumanization of the accused from culpability.").

\(^{184}\) See Articles 4 and 5 of the Genocide Convention, supra note 61.


\(^{186}\) The Vengeance Factor, supra note 123.


\(^{188}\) OPPENHEIM'S INTERNATIONAL LAW, supra note 187, at 7-8.

\(^{189}\) STNG: Devil's Due, No. 86 (Feb. 4, 1991).

\(^{190}\) Id.

\(^{191}\) This would be consistent with the absence of customary international law, as discussed above.

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183. *Id.* at art. 51 ("Nothing in the present Charter shall impair the inherent right of individual or collective self-defense 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.").


186. The Wounded, supra note 42.

justification was cited by Israel when in 1981 it bombed an Iraqi nuclear reactor. The action of Captain Maxwell seems equally premised on this rationale. Like Starfleet in The Wounded, however, the U.N. Security Council rejected the Israeli position and condemned the bombing as a violation of international law. The official statements of the Security Council members indicate that the right of anticipatory self-defense is limited to situations in which an attack is imminent.

STNG's attitude toward anticipatory self-defense is not consistent, however. In The Defector, the Enterprise picks up Romulan Admiral Alidark, who claims to have defected to warn of a potentially destabilizing new Romulan outpost at planet Nelvna III, inside the Neutral Zone. Because of the potential threat to the Federation, Picard orders the Enterprise into the Neutral Zone, in violation of the Treaty of Algeron, to investigate Jarok's claim (which turns out to be false), nearly provoking a renewal of hostilities with the Romulans. Picard's preemptive actions in The Defector suggest a more expansive concept of anticipatory self-defense than his actions in The Wounded, perhaps warranted by the greater and more imminent threat posed by the existence of a Romulan outpost in the Neutral Zone.

**P. Non-interference in Domestic Affairs**

Article 2(7) of the U.N. Charter provides that "nothing contained in the present Charter shall authorize the United Nations to intervene in matters which are essentially within the domestic jurisdiction of any State." The I.C.J. has recognized the principle of non-intervention as part of customary international law. Interstellar law as portrayed in STNG recognizes a similar principle contained in Starfleet General Order Number One, known as the Prime Directive.

No less than thirteen episodes of STNG deal with the Prime Directive. Captain Picard defines the Prime Directive in First Contact as prohibiting members of the Federation from interfering in a culture's natural development. In Half a Life, Picard says the Prime Directive "forbids us to interfere with the social order of any planet." He cites Prime Directive considerations in The Hunted as justification for declining Starfleet intervention in an uprising of soldiers who had been imprisoned by the Angosian government for fear of having warriors loose in normal society. In Symbiosis, the Enterprise discovers two planets—one is addicted to the drug Felicium, and the other produces and supplies the drug at a tremendous price. Deferring to the Prime Directive, Captain Picard prohibits his medical officer from informing the planet of addicts that the drug no longer has any medicinal value and is instead simply a narcotic. In The Outcast, Picard, citing Prime Directive considerations, refuses to intervene with the J'ni'ai, a race which has outlawed gender, to halt the prosecution of a J'ni'ai who had engaged in an unlawful relationship with Commander Riker of the Enterprise. Evidently, the Prime Directive applies to worlds in alliance with the Federation as well as to foreign worlds. In The Mind's Eye, Picard states that the "Federation would not intervene in the internal affairs of the Klingon Empire.

Although the Prime Directive appears to have no exceptions, it is subject to frequent breach, apparently without penalty when accompanied by a compelling justification. In The Drumhead, a Starfleet admiral states that Captain Picard has violated the Prime Directive on nine occasions. In A Matter of Time, Picard says to the time traveler Rasmussen: "You know of the Prime Directive, which forbids us from interfering in the natural evolution of a society. I've disregarded it on more than one occasion because I thought it was the right thing to do." Such an occasion occurred in Pen Pals, an episode in which Lieutenant Commander Data responds to a radio distress call from a life form on planet Drema IV, even though such a response violated Prime Directive protection. After hearing the plea for help from what sounds like a very young and frightened child, Captain Picard determines that assistance to reverse geologic instability on the planet is appropriate even though such intervention further

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198. Id.
199. Id.
200. The Defector, supra note 41.
201. The Federation-Romulan Treaty prohibits ships of either side to enter the Neutral Zone.
204. I, Borg, supra note 157; The Masterpiece Society, supra note 159; STNG: A Matter of Time, No. 108 (Nov. 18, 1991); Half a Life, supra note 156; The Drumhead, supra note 134; Devil's Due, supra note 189; STNG: First Contact, No. 88 (Feb. 18, 1991); The Hunted, supra note 87; STNG: Who Watches the Watchers?, No. 51 (Oct. 16, 1989); STNG: Symbiosis, No. 21 (Apr. 18, 1988); Too Short a Season, supra note 118; Justice, supra note 137.
205. First Contact, supra note 204.
206. Id. (Picard). In this episode, the Enterprise crew is on a reconnaissance mission on the planet Malcoria III, which is on the verge of warp travel, in preparation for the Federation revealing itself to the inhabitants of the planet. When Commander Riker (in native disguise) is captured, Picard contacts Chancellor Durken, the leader of the world, to convince him of the Federation's good intentions. Picard tells Durken that, under the Prime Directive, the Enterprise is obliged to leave without further contact if that is the Chancellor's wish.
207. Half a Life, supra note 156.
208. Id. (Picard). At issue in this episode is the practice on planet Kaelon II of voluntary suicide of all citizens who reach age 60 as a form of population control and to minimize welfare costs. While Picard refuses to press for a change in Kaelon's seemingly barbaric practice, he was willing to grant Timicin, a 60-year-old scientist, asylum aboard the Enterprise.
209. The Hunted, supra note 87.
210. Symbiosis, supra note 204.
211. The Outcast, supra note 25.
212. The Mind's Eye, supra note 74.
213. Id. (Picard).
214. The Drumhead, supra note 134.
216. Id. (Picard).
217. Pen Pals, supra note 204.
violates the Prime Directive. In Justice, a member of the Enterprise on shore leave at planet Rubicon accidentally commits a minor transgression of local laws (he steps on a flower bed), but authorities impose the death sentence in accordance with planetary law. Captain Picard violates the Prime Directive by securing the crew member’s release in contravention of local law.

The debate over whether Picard was justified in ignoring the Prime Directive in these situations mirrors the contemporary international law debate over the right of “humanitarian intervention.” The rationale has been raised to justify intervention to prevent gross violations of human rights or to protect nationals from imminent peril or injury in a foreign country, although most governments believe the “scope for abusing such a right argues strongly against its creation.” If there is a humanitarian exception to the Prime Directive, it has been more consistently applied than our own concept of humanitarian intervention. In Ensign Ro for example, viewers learn that the Federation has refused for years to intervene in the Cardassian subjugation of Bajor and in the commission of gross violations of the Bajoran people’s human rights.

IV.Conclusion

The preceding survey of international law issues appearing in STNG has shown that, with just a handful of exceptions, 24th-century interstellar law as portrayed in the series is remarkably similar to today’s international law. Because of these

218. Justice, supra note 137.
219. This crew member is Ensign Wesley Crusher, the son of the Enterprise’s chief medical officer.
221. India relied on the rationale when it sent troops into East Pakistan to protect the Bengali population during the 1971 civil war with Pakistan. Similarly, Vietnam relied on the rationale in invading Cambodia in 1978, and Tanzania invoked the rationale to justify its 1979 invasion of Uganda. Despite considerable sympathy for the oppressed Bengali, Cambodian, and Ugandan populations, the resolution condemning these actions was passed by large majorities in the U.N. General Assembly. See HENKIN et al., supra note 43, at 930, 933.
224. Ensign Ro, supra note 122.
225. See Appendix (reprinting STNG episodes corresponding to international legal issues).
226. WHITFIELD & RODDENBERRY, supra note 23, at 28.
historical explanation. Since the 14th century, pirates were regarded as international outlaws and the enemies of all mankind who could be arrested and taken in for trial by any state.\textsuperscript{227} In modern times, universal jurisdiction has been extended to cover war criminals, hostage-takers, aircraft hijackers and saboteurs. In the 24th century, piracy seems to be similarly heinous, pirates appear to be equally difficult to apprehend and there seems to be a universal interest in their prompt arrest and punishment. It is therefore puzzling that in episode after episode, the Federation fails to assert its jurisdiction to try space-age pirates or terrorists who come within the custody of the Enterprise.

That this is the only instance in which STNG's portrayal of international law misses the mark is an extraordinary achievement considering that the makers of the series set out to create a high-quality television entertainment program, not a treatise or documentary on international law. It is their outstanding success in creating a realistic vision of the future that has made STNG and the other series in the Star Trek family, "a permanent fixture in America's cultural landscape."\textsuperscript{228}


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Chain of Command, Part II & 137 & Humanitarian Law (prisoners of war) \\
Code of Honor & 3 & Treaties (scope) \\
Contagion & 36 & Treaties (territorial boundaries) \\
Data's Day & 84 & Extradition; Treaties (territorial boundaries) \\
The Defector & \textsuperscript{57} & Asylum; Self-Defense (anticipatory); Treaties (territorial boundaries) \\
Devil's Due & 86 & Jus Cogens \\
The Drumhead & 94 & Extradition; Extraterritorial Jurisdiction; Sovereignty (violation of non-intervention) \\
Encounter at Farpoint & 1 & Extraterritorial Apprehension \\
The Enemy & 54 & Treaties (territorial boundaries) \\
Ensign Ro & \textsuperscript{102} & Sovereignty (non-intervention); Terrorism \\
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First Contact & 88 & Sovereignty (non-intervention) \\
Force of Nature & 158 & International Environmental Law; Space Law \\
Future Imperfect & 81 & Treaties (territorial boundaries) \\
Half a Life & 95 & Asylum; Sovereignty (non-intervention) \\
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