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UNIDENTIFIED AERIAL PHENOMENA

By Alan Zhang

U.S. Department of Defense (DOD) –

the department of the
executive branch
responsible for
overseeing the U.S.
armed forces,
including the Army,
Marine Corps, Navy,
Air Force, Space
Force, and National
Guard.



A Chinese-operated balloon, formerly a UAP, which was shot down off the coast of South Carolina on February 4, 2023.

Aviation Week

INTRODUCTION

While popular understandings often attribute them to extraterrestrial visits, unidentified aerial phenomena (UAPs) include a wide range of anomalous aerial sightings that are not readily identifiable. Notwithstanding potential aliens, UAPs also represent a genuine national security threat from Earth-bound adversaries as potential violations of U.S. airspace. By definition, the U.S. government does not know the exact nature of UAPs that are spotted, which adds an inherent element of uncertainty and risk to every UAP interaction. Responses to UAPs often hinge on very limited knowledge and launching a proportionate response to incursions on U.S. airspace carries potentially massive consequences for defense and diplomacy. In addition, while many of the details of U.S. intelligence on aerial surveillance are confidential for security reasons, the secrecy surrounding this information has been the subject of significant speculation. These issues call for a comprehensive approach to UAPs to bolster national security and reaffirm public confidence in the defense capabilities of the United States.

EXPLANATION OF THE ISSUE

Historical Development

The entrance of UAPs into popular culture began with a series of reported sightings in 1947, including most famously at New Mexico's Roswell Army Air Field (Wall, 2021). In the following decades, reports of so-called "flying saucers" would pour in from around the world. The U.S. military took the threat seriously, commissioning a

Unidentified aerial phenomena

(UAPs) – formerly known as unidentified flying objects (UFOs), they encompass a broad range of aerial objects that have not been positively identified



A photograph of a UAP taken by a U.S. Navy pilot flying off the coast of San Diego in 2004. The New York Times

In recent years, the DOD has established four programs to investigate UAP sightings, with each new program replacing the previous one. By year of establishment, they are:

- AATIP (2007)
- *UAPTF* (2020)
- *AOIMSG* (2021)
- AARO (2022)

study by the name of Project Blue Book which ran from 1952 to 1969 and encompassed more than 12,6000 UAP reports (National Archives, 2016). Project Blue Book concluded that none of the reports posed a threat to national security or represented technology "beyond the range of present-day scientific knowledge." Finally, the study found that none of the reports were extraterrestrial in origin (National Archives, 2016).

Nevertheless, the **U.S. Department of Defense (DOD)** has not stopped investigating anomalous phenomena. A New York Times investigation in 2017 found that the DOD had poured millions of dollars into a secret investigation effort called the Advanced Aerospace Threat Identification Program (AATIP), which it had been funding since 2007 (Cooper et al., 2017). DOD funding for the project ceased in 2012, but its investigations have continued for a few years past that date (Cooper et al., 2017). Among other incidents, the AATIP investigated videos from a 2004 encounter off the coast of San Diego between US Navy pilots and whitish oval aircraft that seemed to move and hover without visible signs of propulsion (Cooper et al., 2017).

Recent Task Forces and Projects

Since the AATIP, the U.S. government has created a series of successive programs to investigate UAPs that could pose a threat to national security. The DOD's Navy Department established the Unidentified Aerial Phenomena Task Force (UAPTF) in 2020, which lasted for a year and wrote a preliminary report before being replaced by the Airborne Object Identification and Management Synchronization Group (AOIMSG) in 2021 (U.S. Department of Defense, 2021). The AOIMSG was itself restructured a year later into the **All-Domain Anomaly Resolution Office (AARO)**, with broad jurisdiction to resolve all UAP reports across the DOD and other federal departments and agencies (U.S. Department of Defense, 2022).

Scope of the Problem

The latest report released by the AARO analyzed a total of 510 recent UAP reports between 2004 and 2022. Out of these reports, most have been characterized by the AARO as either unmanned aircraft (i.e., drones) or balloons, while 171 remain uncharacterized (Office of the Director of National Intelligence, 2022). According to the AARO, some of the unresolved UAPs "appear to have demonstrated unusual flight characteristics or performance capabilities," but AARO Director Sean Kirkpatrick has been careful to state that this does not constitute evidence of extraterrestrial activity (Office of the Director of National Intelligence, 2022; Tingley, 2023).

All-Domain
Anomaly
Resolution Office
(AARO) – the newly
established office
serving as a "single
focal point" for all
UAP efforts by the
Department of
Defense, tasked with
investigating all UAP
sightings relevant to
national security

North American
Aerospace Defense
Command
(NORAD) — a joint
U.S.-Canadian
organization
responsible for
monitoring and
protecting the
integrity of airspace
over both nations

While UAPs have existed for decades, recent developments have raised the stakes of formulating a comprehensive strategy to address UAP sightings in both the short and long term. Thanks to the creation of a standardized UAP reporting mechanism in 2019, the rate of UAP reports has skyrocketed, with more reports cataloged by the DOD between March 2021 and August 2022 than in the 17 years prior to 2021 combined (Office of the Director of National Intelligence, 2022). Moreover, as geopolitical tensions with China heat up and the Russian invasion of Ukraine continues to escalate, it has become more important than ever to appropriately respond to potential threats to national security from the air. These considerations provoke the questions: What should be the United States' initial response when a UAP is spotted, and how should sightings be handled once the incident is over?

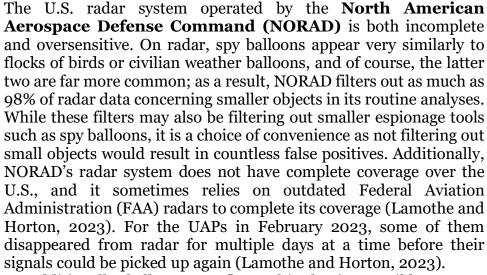
Over-Classification of UAP Intelligence

In a January 2022 letter to Congress, Director of National Intelligence Avril Haines warned against over-classification of government secrets, writing that blocking public access to information "erodes the basic trust that our citizens have in their government" while undermining national security by complicating efforts to coordinate and share information within the intelligence community (Lillis, 2022).

Under current guidelines, UAP intelligence is automatically assumed to be classified, and intelligence is only released on a case-by-case basis. Virtually all the work that the UAPTF and its successor programs have conducted remains under a total blanket of secrecy; a briefing guide written by the DOD to accompany the UAPTF's 2021 report states that "except for its existence, and the mission/purpose, virtually everything else about the UAPTF is classified" (Mellon, 2022). The only information to come out of these programs has been the congressionally mandated annual reports summarizing recent findings of the program. The UAPTF released the first such report in 2021, and the second report was released in 2022 by the UAPTF's successor, the AARO.

International Espionage Efforts

In early February 2023, the U.S. shot down four UAPs flying over the United States. The first of these was a Chinese spy balloon sent to surveil U.S. military installations, while the latter three remain unidentified (Kube and Lee, 2023). According to senior officials, the spy balloon was able to monitor electronic signals from sensitive military sites before it was shot down, which could include signals from weapons systems or on-site personnel (Kube and Lee, 2023). The incident highlighted some major challenges of U.S. airspace defense, in both detecting and responding to UAPs: radar blind spots and the difficulty of downing balloons. (Lamothe and Horton, 2023).



Additionally, balloons can fly at altitudes inaccessible to most fighter planes. The Chinese surveillance balloon shot down in February 2023 had been flying at an altitude of 60,000 feet, which is beyond the maximum altitude of an F-16 fighter and most other U.S. aircraft (Lamothe and Horton, 2023). All of the above issues could potentially hinder future responses to UAPs of foreign origin.

Reporting Mechanisms

With increasing recognition from senior national security officials of the importance of UAPs and the establishment of the AARO, the stigma within military institutions for reporting UAPs has been reduced thanks to an official acknowledgment of the urgency of the issue. Nevertheless, a formal reporting mechanism did not exist until March 2019, and even so, this reporting mechanism created by the Navy has only recently become more well-known by military aviators (Office of the Director of National Intelligence, 2022). While the military is especially well-positioned to detect UAPs due to its extensive and overlapping sensor coverage, there also does not exist an official mechanism to report civilian UAP sightings.

Most of the UAP reports that the UAP has in its possession are from Navy or Air Force personnel who encountered UAP during their duties and reported the incident directly to the AARO (or its predecessor). The AARO also has a direct connection to the FAA, which shares information about UAPs from civilian aviators. Despite this, the 2022 annual AARO report suggests that the volume of anecdotal evidence for UAPs far exceeds the volume of documented UAP sightings reported through official channels, implying that many aviators see UAP phenomena but neglect to officially report it either out of ignorance or fear of stigma (Office of the Director of National Intelligence, 2022).



An image of the destroyed Chinese surveillance balloon from early 2023 and the F-22 fighter jt which shot it down.

Associated Press

Despite a recent uptick in official recognition of UAPs, significant stigma for reporting UAPs remains. Both individuals and agencies are afraid of discussing UAPs due to a fear of what NASA has previously described as "reputational risk."

National Security Council Action

Members of the National Security Council, including National Security Advisor Jake Sullivan, announced in February 2023 that it would establish an interagency task force to "study the broader policy implications for detection, analysis, and disposition of unidentified aerial objects that pose either safety or security risks" (Shabad, 2023). This action occurred after the downing of four UAPs over U.S. airspace, bringing the issue of UAPs to the forefront of national debate. Updates from this interagency team have not been made public, but its presumptive mission is to study the incidents in February and use the lessons learned from those incidents to reform the current standard response to UAPs.

Recently, the intelligence community and the DOD have also taken the step of replacing the term "Unidentified Aerial Phenomena" with "Unidentified Anomalous Phenomena," reflecting the fact that "UAPs" can refer to unidentified objects that appear on land, sea, or air (U.S. Department of Defense, 2023). As most discussion revolves around unidentified aerial objects rather than those on land or sea, this briefing will primarily discuss aerial phenomena.

Other Policy Action

In June 2022, the National Aeronautics and Space Association (NASA) announced an independent study team consisting of 16 leading scientists, aerospace experts, and data experts to analyze data relating to UAPs. The team's mission is to assess the current state of UAP data — how it is collected and analyzed by military and civilian agencies alike — and explore potential avenues of collecting UAP data in the future (Wall, 2022). The team's establishment also marks one of the first official NASA initiatives dedicated to studying UAPs.



Conservative View

For most issues, conservatives generally err on the side of greater confidentiality of government secrets, weighing potential national security concerns as more important than transparency. Although conservatives are typically reluctant to increase funding for government agencies, some such as Sen. Marco Rubio (R-FL) have



The NASA UAP study team convened on May 31, 2023 during a public panel to discuss lingering stigma for UAP reporting, the fragmented and incomplete nature of data on UAPs, and the next steps for the study team.

CBC News

Senate Majority
Leader Harry Reid
(D-NV) – a powerful
senator who was the
highest-ranking
Democrat in the Senate
from 2005-2017 and
advocated for greater
scrutiny of UAPs



White House Press
Secretary Karine
Jean-Pierre announces
the establishment of an
"interagency team" to
study UAPs on
February 13, 2023.
Associated Press

shown a willingness to fund projects related to investigating UAPs, especially in the context of bolstering national security and U.S. defense capabilities. Conservative media personalities have also shown a willingness to seriously consider UAPs as a threat to national security, such as former Fox News host Tucker Carlson, who stated on his show that "UFOs, it turns out, are real ... they're a prima facie challenge to the United States military" (Parker, 2021).

Liberal View

The most prominent liberal in the discussion over UAPs was the late Senate Majority Leader Harry Reid (D-NV), who spearheaded the formation of the AATIP, the precursor to the present-day AARO. Over the course of decades, Reid consistently championed further study of UAPs and attended top-level meetings by UAP investigators in both the public and private sectors (Bender, 2021). Reid's efforts helped make UAP concerns mainstream among Democrats, and liberals nowadays tend to agree with conservatives that UAPs present a critical risk to national security. Liberals tend to be more amenable to government spending on scientific projects, including UAP investigations. Meanwhile, liberals are generally more reluctant to increase military spending and have historically been less willing than conservatives to take an aggressive stance regarding the UAP response (Miller, 2023). Although President Joe Biden, a Democrat, chose to shoot down four UAPs over U.S. airspace in early February, some have blamed him for not acting sooner and more aggressively.

AREAS OF DEBATE

Fund and Bolster the AARO

The AARO is the U.S. government's centralized program for analyzing UAP reports, coordinating data-sharing regarding these reports, and addressing national security concerns that arise from them. As such, it is a critical keystone for any UAP initiatives that the National Security Council may wish to implement.

In February 2023, following the downing of four UAPs on the order of President Biden, a bipartisan group of 16 senators led by Sen. Kirsten Gillibrand (D-NY) and Sen. Marco Rubio (R-FL) wrote an open letter to Deputy Secretary of Defense Kathleen Hicks urging the DOD to reallocate additional funding to the AARO. The senators highlighted that the AARO faces a funding gap and is currently receiving less funding than it requested (Bennet, 2023).

The solution that the senators propose is for the DOD to internally reallocate some of its funding to the AARO and divert more organizational resources to support its analyses. Such a solution would resolve the budgetary concerns that the AARO currently faces and allow it to undertake a greater range of activities, including integration of data collection across government agencies.

Proponents of bolstering the AARO have argued that the office s activities are critical to national security, while also carrying the benefits of reducing UAP reporting stigma and increasing transparency of defense intelligence. Opponents may argue that increasing funding is fiscally irresponsible or that UAP sightings do not merit this degree of scrutiny due to the highly speculatory and incomplete nature of many UAP reports.

Political Perspectives on this Solution

Both Democratic and Republican lawmakers have publicly come out in favor of reallocating more funding to the AARO, including 12 Democrats and 4 Republicans who signed on to the open letter to Deputy Secretary Hicks. While no lawmakers have yet come out against the activities of the AARO, one might imagine that a conservative could object to an argument of fiscal responsibility.

Declassify UAP Intelligence

Some have argued that most of the photos and videos of UAPs that the DOD currently considers classified should be released to the public, with logic similar to that of Director Haines (Mellon, 2022). The current blanket classification of UAPs means that much of this data is inaccessible to the public, which has fueled conspiracy theories about government coverups — especially following the reveal of the secret UAPTF program. The inaccessible nature of this information also means that coordination between government agencies, especially between civilian (NASA) and military (DOD) researchers, has been hindered.

Proponents of declassification argue that most UAP data is not sensitive to national security; after all, many of the reports consist of blurry pictures or videos of amorphous dark objects. These proponents also argue that declassifying this information will encourage non-governmental entities to contribute resources to analyzing these reports, perhaps accelerating the rate at which these reports can be resolved. Finally, classification of UAP data has contributed to much of the stigma around UAPs, which could discourage reporting of genuinely threatening UAP incidents.

Opponents of declassification argue that UAP data provides information about the United States' capacity to respond to airborne threats, and such, should be classified to protect defense secrets. Opponents have further argued that declassification can drain



Deputy Director of
Naval Intelligence
Scott Bray plays a
declassified video of a
UAP during a May
2022 congressional
hearing on UAPs.
The Wall Street Journal

resources as officials determine which data can be safely released to the public. Finally, declassification could provoke disproportionate hysteria among the public, leading to rampant speculation even when data is inconclusive.

Political Perspectives on this Solution

Intelligence officials such as Avril Haines who have been associated with Democratic presidents have expressed prodeclassification sentiments, but Democrats and Republicans alike have also funded UAP programs in secret, such as the UAPTF (Mellon, 2022). Indeed, following the February 2023 UAP incidents, Republicans were among the loudest voices calling for more transparency from the Biden Administration. However, the status quo at the DOD remains that UAP reports should generally be considered classified; the prevailing notion at the AARO seems to be a continuation of this trend.

Improving Information-Sharing Mechanisms

During the February 2023 UAP incidents, NORAD provided a platform for the U.S. and Canada to coordinate their responses to two UAPs flying near the U.S.-Canadian border (Kube and Lee, 2023). Generally speaking, however, government data on UAPs is often fragmented and reported differently depending on the agency or reporting mechanism. As for NORAD, the organization has a broad prerogative to assess all aerial threats, and smaller objects (what many UAPs are) are easily overlooked in the big picture. As a result, there is no standardized mechanism for NORAD to coordinate information-sharing between the U.S. and Canada.

Evidently, issues exist with coordination both across agencies and between nations. A standardized reporting mechanism across all of government — not only the DOD — could be one step towards generating cleaner and more consistent data on UAPs for future research. Additionally, a dedicated office for international coordination on UAPs with allies, especially Canada and Mexico, could streamline responses to future UAP encounters and facilitate comparison of UAP data. Some might oppose these solutions on similar grounds for opposing declassification, as some would argue information-sharing should be kept to a minimum to prevent leaks of sensitive information.

Political Perspectives on this Solution

Improving the accuracy and ease of coordination for UAP data is broadly noncontroversial, and liberals and conservatives alike agree that the inconsistency of previously reported UAP data (especially prior to 2019) serves as a major blockade to rigorous, scientific research into UAPs. The major question is about whether other



A NORAD radar station in Canada, responsible for detecting incoming missile strikes as part of the Arctic defense line in Canada.

The Toronto Star

issues should take greater priority and whether it is a strategy risk to legitimize UAPs too much, generating public hysteria.

Responses to Foreign Incursions

Due to the anomalous and unpredictable nature of UAPs, **the Pentagon** does not have a standard UAP response strategy — at least, not one that has been made public. The most likely UAP which would require the involvement of the National Security Council is an intrusive object from a foreign adversary, such as the Chinese surveillance balloon in January and February 2023 which was ultimately shot down. Some potential considerations for crafting responses to such a UAP sighting include:

- The size, shape, and velocity of the UAP
- Electromagnetic signals emanating from the UAP
- Propulsion systems, if visible
- Weapons or surveillance systems, if visible
- Proximity of the UAP to sensitive locations, such as military installations or Washington, D.C.
- Proximity of the UAP to populated areas which could be impacted after a shootdown
- Current geopolitical context, especially if the UAP appears to originate from a foreign nation such as Russia or China
- Military readiness of the United States

Responses can ultimately range from doing nothing (the most passive option) to actively attempting to destroy the UAP (the most aggressive).

Proponents of a more passive or cautious strategy argue that the probability of a benign UAP is far, far higher than the probability of a hostile UAP, as harmless weather balloons far outnumber foreign surveillance devices — and shooting down nonthreatening objects can be both costly and risky in terms of the resources devoted to destroying objects with expensive missiles that could cause debris. Moreover, shooting down devices of foreign origin could also spark a diplomatic crisis. Meanwhile, proponents of a more aggressive strategy argue that the integrity of U.S. airspace outweighs other concerns, and when national security is on the line, one is "better safe than sorry" when it comes to objects whose foreign status is in doubt. When U.S. airspace might be violated, such proponents say that is virtually always justified to respond with force to protect territorial integrity.

Political Perspectives on this Solution

Conservatives have typically been more favorable toward an aggressive stance on national security and foreign policy, including

There is no standardized response to UAPs, likely due to how diverse UAP reports can be. UAPs have only recently become a serious component of national security discussions, so there is little precedent for UAP response.

The Pentagon – the world's largest office building, home to the U.S. Department of Defense, and often used colloquially to refer to the DOD as an institution



Undersecretary of Defense for Intelligence Ronald Moultrie testifies in 2022, during the first congressional hearing on UAPs in more than 50 years.

The New York Times

on UAPs. President Biden's decision to wait several days after a positive identification before shooting down the Chinese surveillance balloon on February 4, 2023, was severely criticized by Republican members of Congress for its delay, and conservatives maintained that waiting for so long endangered US national security by allowing the balloon additional time to collect more information. On the other hand, Biden argued that the delay meant that the balloon could be shot down over the ocean, instead of above populated areas on land (Kube and Lee, 2023). Republicans have thus typically erred on the side of shooting down UAPs even if uncertain to limit potential national security risks, while Democrats have opted for a more cautious approach to minimize potential diplomatic consequences and civilian risks due to falling debris.

Responses to Extraterrestrial Incursions

Out of the 510 UAP sightings identified by the AARO in its 2022 annual report, at least 18 incidents involved "unusual UAP movement patterns or flight characteristics" (Office of the Director of National Intelligence, 2022). Such characteristics included UAPs without discernible means of propulsion that remained stationary despite strong winds, moved against the wind, maneuvered suddenly, or moved at "considerable speed" (Office of the Director of National Intelligence, 2022). These incidents are still under analysis by the AARO for potential signs of breakthrough technologies, and a final verdict is still pending.

In any case, it is clear that the National Security Council should have a contingency plan in place for responding to a UAP of confirmed extraterrestrial origin. Should the AARO determine that one or more of these 18 incidents indeed involve technology beyond our current understanding, or should the U.S. encounter such technology in a future UAP incident, the NSC should be prepared.

The potential array of responses to a UAP of extraterrestrial origin vary even more wildly than responses to foreign UAPs. Should the United States do nothing, or attempt to establish communication, or shoot them down for violating U.S. airspace? There are potential benefits and drawbacks to every option — a more proactive option could preserve our security or potentially pose an existential risk by antagonizing our alien visitors, while a more passive option could be safer but could also show weakness.

Political Perspectives on this Solution

Intelligence officials, NASA, Democrats, and Republicans essentially all agree on the premise that there is currently no proof that any UAPs are of extraterrestrial origin, but also that there are still UAP sightings involving seemingly advanced technology which have yet to be explained. From President Barack Obama to the Director of the Central Intelligence Agency, the consensus has been

that extraterrestrial origins of some UAPs have not been proven, but the possibility is still on the table. Much more unclear is the preferred response among any of these groups — while most have expressed a willingness to entertain the idea of extraterrestrial visitors if the science points toward such a possibility, very few have been willing to publicly express their preferred response to a UAP of extraterrestrial origin.

BUDGETARY CONSIDERATIONS

In Fiscal Year 2024, the Pentagon requested \$11 million for the budget of the AARO, but the finalized budget figures are classified (Perez, 2023). Funding for UAP initiatives has historically drawn from the budget for the DOD, most likely either from the AARO's own budget or that of the US Navy or Air Force, which total \$202.5 billion and \$185.1 billion respectively for Fiscal Year 2024 (Gordon, 2023). While Congress ultimately controls budget appropriations, not the National Security Council, members of the NSC do wield some power over how budgets are internally allocated.

CONCLUSION

UAPs have dramatically escalated to prominence in the national conversation, especially after a series of incidents in early 2023. In recent months, senior military and congressional officials have taken steps to bring information about UAPs into the sunlight and have shown remarkable willingness to seriously engage in dialogue about how best to address past UAP reports and formulate a better strategy for the future. As members of the National Security Council, you will join this conversation and set policies affecting UAPs that will have deep repercussions on our broader national security standing. How the U.S. is viewed by the world, by both our allies and our adversaries, can hinge on our chosen response to UAPs. Likewise, a wrong decision could result in the loss of a critical military secret or a disastrous debris impact on a major populated area.

Crafting a UAP strategy for the future will require ingenuity, sensitivity, and vigorous debate to make sure all perspectives and considerations are heard. Some of the best solutions may involve a combination of multiple strategies, and ideas that are not mentioned in this briefing are welcomed and encouraged. Best of luck — we're counting on you!

GUIDE TO FURTHER RESEARCH

Much of the U.S. government's information on UAPs is classified and therefore inaccessible, but the UAPTF's 2021 preliminary report and the AARO's 2022 annual report are an excellent summary of the latest declassified information on UAP sightings. When the AARO's 2023 annual report becomes available, that will also be a critical source of information.

Civilian authorities such as NASA also have information available regarding UAPs, the latest being a public NASA panel in May 2023. A report from the NASA independent study team is also expected sometime in 2023.

Media reports about government activities on UAPs are also a good spot to begin further research, considering the limited amount of publicly available government documents on UAPs. The February 2023 UAP incidents represent a particularly notable case study of a recent government response to multiple UAP sightings.

GLOSSARY

All-Domain Anomaly Resolution Office (AARO) – the newly established office serving as a "single focal point" for all UAP efforts by the Department of Defense, tasked with investigating all UAP sightings relevant to national security

North American Aerospace Defense Command (NORAD) – a joint U.S.-Canadian organization responsible for monitoring and protecting the integrity of airspace over both nations

The Pentagon – the world's largest office building, home to the U.S. Department of Defense, and often used colloquially to refer to the DOD as an institution

Senate Majority Leader Harry Reid (D-NV) – a powerful senator who was the highest-ranking Democrat in the Senate from 2005-2017 and advocated for greater scrutiny of UAPs

Unidentified aerial phenomena (UAPs) – formerly known as unidentified flying objects (UFOs), they encompass a broad range of aerial objects that have not been positively identified.

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