Did President Reagan Win the Cold War?

YES: John Lewis Gaddis, from *The United States and the End of the Cold War: Implications, Reconsiderations, Provocations* (Oxford University Press, 1992)
NO: Daniel Deudney and G. John Ikenberry, from "Who Won the Cold War?" *Foreign Policy* (Summer 1992)

**ISSUE SUMMARY**

YES: Professor of history John Lewis Gaddis argues that President Ronald Reagan combined a policy of militancy and operational pragmatism to bring about the most significant improvement in Soviet-American relations since the end of World War II.

NO: Professors of political science Daniel Deudney and G. John Ikenberry contend that the cold war ended only when Soviet president Mikhail Gorbachev accepted Western liberal values and the need for global cooperation.

The term cold war was first coined by the American financial whiz and presidential adviser Bernard Baruch in 1947. Cold war refers to the extended but restricted conflict that existed between the United States and the Soviet Union from the end of World War II in 1945 until 1990. Looking back, it appears that the conflicting values and goals of a democratic/capitalist United States and a communist Soviet Union reinforced this state of affairs between the two countries. Basically, the cold war ended when the Soviet Union gave up its control over the Eastern European nations and ceased to be a unified country itself.

The Nazi invasion of Russia in June 1941 and the Japanese attack on America's Pacific outposts in December united the United States and the Soviet Union against the Axis powers during World War II. Nevertheless, complications ensued during the top-level allied discussions to coordinate war strategy. The first meeting between the big three--U.S. President Franklin Roosevelt, British Prime Minister Winston Churchill, and Soviet premier Joseph Stalin--took place in Teheran in 1943 followed by another at Yalta in February 1945. These high-level negotiations were held under the assumption that wartime harmony among Britain, the United States, and the Soviet Union would continue; that Stalin, Churchill, and Roosevelt would lead the postwar world as they had conducted the war; and that the details of the general policies and agreements would be resolved at a less pressing time.

But none of these premises were fulfilled. By the time the Potsdam Conference (to discuss possible action against Japan) took place in July 1945, Churchill had been defeated in a parliamentary election, Roosevelt had died, and President Harry S. Truman had been thrust, unprepared, into his place. Of the big three, only Stalin remained as a symbol of continuity. Details about the promises at Teheran and Yalta faded into the background. Power politics, nuclear weapons, and mutual fears and distrust replaced the reasonably harmonious working relationships of the three big powers during World War II.

By 1947 the Truman administration had adopted a conscious policy of containment toward the Russians. This meant maintaining the status quo in Europe through various U.S. assistance programs. The NATO alliance of 1949 completed the shift of U.S. policy away from its pre-World War II isolationist policy and toward a commitment to the defense of Western Europe.

In the 1960s the largest problem facing the two superpowers was controlling the spread of nuclear weapons. The first attempt at arms control took place in the 1950s. After Stalin died in 1953, the Eisenhower administration made an "open-skies" proposal\(^1\). This was rejected by the Russians,

---

\(^1\) In 1955, President Eisenhower proposed that the United States and Soviet Union conduct surveillance flights of each other's territory to reassure each country that the other was not preparing to attack.
who felt (correctly) that they were behind the Americans in the arms race. In the summer of 1962 Soviet premier Nikita Khrushchev attempted to redress the balance of power by secretly installing missiles in Cuba that could be employed to launch nuclear attacks against U.S. cities. This sparked the Cuban Missile Crisis, the high point of the cold war, which brought both nations to the brink of nuclear war before the Russians agreed to withdraw the missiles.

During the Leonid Brezhnev-Richard Nixon years, the policy of detente (relaxation of tensions) resulted in a series of summit meetings. Most important was the SALT I agreement, which outlawed national antiballistic missile defenses and placed a five-year moratorium on the building of new strategic ballistic missiles.

Soviet-American relations took a turn for the worse when the Soviets invaded Afghanistan in December 1979. In response, President Jimmy Carter postponed presenting SALT II to the Senate and imposed an American boycott of the 1980 Olympic Games, which were held in Moscow.

Detente remained dead during President Ronald Reagan's first administration. Reagan not only promoted a military budget of $1.5 trillion over a five-year period, he also was the first president since Truman to refuse to meet the Soviet leader. Major changes, however, took place during Reagan's second administration. In the following selections, John Lewis Gaddis argues that President Reagan combined a policy of militancy and operational pragmatism to bring about significant improvements in Soviet-American relations, while Daniel Deudney and G. John Ikenberry credit Soviet president Mikhail Gorbachev with ending the cold war because he accepted Western liberal values and the need for global cooperation.

YES
John Lewis Gaddis

The Unexpected Ronald Reagan
The task of the historian is, very largely, one of explaining how we got from where we were to where we are today. To say that the Reagan administration's policy toward the Soviet Union is going to pose special challenges to historians is to understake the matter: rarely has there been a greater gap between the expectations held for an administration at the beginning of its term and the results it actually produced. The last thing one would have anticipated at the time Ronald Reagan took office in 1981 was that he would use his eight years in the White House to bring about the most significant improvement in Soviet-American relations since the end of World War II. I am not at all sure that President Reagan himself foresaw this result. And yet, that is precisely what happened, with--admittedly--a good deal of help from Mikhail Gorbachev.

The question of how this happened and to what extent it was the product of accident or of conscious design is going to preoccupy scholars for years to come. The observations that follow are a rough first attempt to grapple with that question. Because we lack access to the archives or even very much memoir material as yet, what I will have to say is of necessity preliminary, incomplete, and almost certainly in several places dead wrong. Those are the hazards of working with contemporary history, though; if historians are not willing to run these risks, political scientists and journalists surely will. That prospect in itself provides ample justification for plunging ahead.

The Hard-Liner
President Reagan in March, 1983, made his most memorable pronouncement on the Soviet Union: condemning the tendency of his critics to hold both sides responsible for the nuclear arms race, he denounced the U.S.S.R. as an "evil empire" and as "the focus of evil in the modern world." Two weeks later, the President surprised even his closest associates by calling for a long-term research and development program to create defense against attacks by strategic missiles, with a view, ultimately, to "rendering these nuclear weapons impotent and obsolete." The Strategic Defense Initiative was the most fundamental challenge to existing orthodoxies on arms control since negotiations on that subject had begun with the Russians almost three decades earlier. Once again it called into question the President's seriousness in seeking an end to--or even a significant moderation of--the strategic arms race.

Anyone who listened to the "evil empire" speech or who considered the implications of "Star Wars" might well have concluded that Reagan saw the Soviet-American relationship as an elemental confrontation between virtue and wickedness that would allow neither negotiation nor conciliation in any form; his tone seemed more appropriate to a medieval crusade than to a revival of containment. Certainly there were those within his administration who held such views, and their influence, for a time, was considerable. But to see the President's policies solely in terms of his rhetoric, it is now clear, would have been quite wrong.

For President Reagan appears to have understood--or to have quickly learned--the dangers of basing foreign policy solely on ideology: he combined militancy with a surprising degree of operational pragmatism and a shrewd sense of timing. To the astonishment of his own hard-line supporters, what appeared to be an enthusiastic return to the Cold War in fact turned out to be a more solidly based approach to detente than anything the Nixon, Ford, or Carter administrations had been able to accomplish.

The Negotiator

There had always been a certain ambivalence in the Reagan administration's image of the Soviet Union. On the one hand, dire warnings about Moscow's growing military strength suggested an almost Spenglerian gloom [reflecting the theory of philosopher Oswald Spengler, which holds that all major cultures grow, mature, and decay in a natural cycle] about the future: time, it appeared, was on the Russians' side. But mixed with this pessimism was a strong sense of self-confidence, growing out of the ascendancy of conservatism within the United States and an increasing enthusiasm for capitalism overseas, that assumed the unworkability of Marxism as a form of political, social, and economic organization: "The West won't contain communism, it will transcend communism," the President predicted in May, 1981. "It won't bother to denounce it, it will dismiss it as some bizarre chapter in human history whose last pages are even now being written." By this logic, the Soviet Union had already reached the apex of its strength as a world power, and time in fact was on the side of the West.

Events proved the optimism to have been more justified than the pessimism, for over the next four years the Soviet Union would undergo one of the most rapid erosions both of internal self-confidence and external influence in modern history; that this happened just as Moscow's long and costly military buildup should have begun to pay political dividends made the situation all the more frustrating for the Russians. It may have been luck for President Reagan to have come into office at a peak in the fortunes of the Soviet Union and at a trough in those of the United States: things would almost certainly have improved regardless of who entered the White House in 1981. But it took more than luck to recognize what was happening, and to capitalize on it to the extent that the Reagan administration did.

Indications of Soviet decline took several forms. The occupation of Afghanistan had produced
only a bloody Vietnam-like stalemate, with Soviet troops unable to suppress the rebellion, or to protect themselves and their clients, or to withdraw. In Poland a long history of economic mismanagement had produced, in the form of the Solidarity trade union, a rare phenomenon within the Soviet bloc: a true workers' movement. Soviet ineffectiveness became apparent in the Middle East in 1982 when the Russians were unable to provide any significant help to the Palestinian Liberation Organization during the Israeli invasion of Lebanon; even more embarrassing, Israeli pilots using American-built fighters shot down over eighty Soviet-supplied Syrian jets without a single loss of their own. Meanwhile, the Soviet domestic economy which [former Soviet premier Nikita] Khrushchev had once predicted would overtake that of the United States, had in fact stagnated during the early 1980s, Japan by some indices actually overtook the U.S.S.R. as the world's second largest producer of goods and services, and even China, a nation with four times the population of the Soviet Union, now became an agricultural exporter at a time when Moscow still required food imports from the West to feed its own people.

What all of this meant was that the Soviet Union's appeal as a model for Third World political and economic development—once formidable—had virtually disappeared, indeed as Moscow's military presence in those regions grew during the late 1970s, the Russians increasingly came to be seen, not as liberators, but as latter-day imperialists themselves. The Reagan administration moved swiftly to take advantage of this situation by funneling military assistance—sometimes openly sometimes covertly—to rebel groups (or "freedom fighters," as the President insisted on calling them) seeking to overthrow Soviet-backed regimes in Afghanistan, Angola, Ethiopia, Cambodia, and Nicaragua; in October, 1983, to huge domestic acclaim but with dubious legality Reagan even ordered the direct use of American military forces to overthrow an unpopular Marxist government on the tiny Caribbean island of Grenada. The Reagan Doctrine, as this strategy became known, sought to exploit vulnerabilities the Russians had created for themselves in the Third World: this latter-day effort to "roll back" Soviet influence would, in time, produce impressive results at minimum cost and risk to the United States.

Compounding the Soviet Union's external difficulties was a long vacuum in internal leadership occasioned by [Premier Leonid] Brezhnev's slow enfeeblement and eventual death in November, 1982; by the installation as his successor of an already-ill Yuri Andropov, who himself died in February 1984; and by the installation of his equally geriatric successor, Konstantin Chernenko. At a time when a group of strong Western leaders had emerged—including not just President Reagan but also Prime Minister Margaret Thatcher in Great Britain, President Francois Mitterrand in France, and Chancellor Helmut Kohl in West Germany—this apparent inability to entrust leadership to anyone other than party stalwarts on their deathbeds was a severe commentary on what the sclerotic Soviet system had become. "We could go no further without hitting the end," one Russian later recalled of Chernenko's brief reign. "Here was the General Secretary of the party who is also the Chairman of the Presidium of the Supreme Soviet, the embodiment of our country, the personification of the party and he could barely stand up."

There was no disagreement within the Reagan administration about the desirability under these circumstances, of pressing the Russians hard. Unlike several of their predecessors, the President and his advisers did not see containment as requiring the application of sticks and carrots in equal proportion; wielders of sticks definitely predominated among them. But there were important differences over what the purpose of wielding the sticks was to be."

Some advisers, like [Secretary of Defense Casper] Weinberger, [Assistant Secretary of Defense for International Security Policy Richard] Perle, and [chief Soviet specialist on the National Security Council Richard] Pipes, saw the situation as a historic opportunity to exhaust the Soviet system. Noting that the Soviet economy was already stretched to the limit, they advocated taking advantage of
American technological superiority to engage the Russians in an arms race of indefinite duration and indeterminate cost. Others, including Nitze, the Joint Chiefs of Staff, career Foreign Service officer Jack Matlock, who succeeded Pipes as chief Soviet expert at the NSC, and-most important-[Secretary of State Alexander M.] Haig's replacement after June, 1982, the unflamboyant but steady George Shultz, endorsed the principle of "negotiation from strength": the purpose of accumulating military hardware was not to debilitate the other side, but to convince it to negotiate.

The key question, of course, was what President Reagan's position would be. Despite his rhetoric, he had been careful not to rule out talks with the Russians once the proper conditions had been met: even while complaining, in his first press conference, about the Soviet propensity to lie, cheat, and steal, he had also noted that "when we can, ...we should start negotiations on the basis of trying to effect an actual reduction in the numbers of nuclear weapons. That would be real arms reduction." But most observers-and probably many of his own advisers-assumed that when the President endorsed negotiations leading toward the "reduction," as opposed to the "limitation," of strategic arms, or the "zero option" in the INF [intermediate-range nuclear forces] talks, or the Strategic Defense Initiative, he was really seeking to avoid negotiations by setting minimal demands above the maximum concessions the Russians could afford to make. He was looking for a way they believed, to gain credit for cooperativeness with both domestic and allied constituencies without actually having to give up anything.

That would turn out to be a gross misjudgment of President Reagan, who may have had cynical advisers but was not cynical himself. It would become apparent with the passage of time that when the Chief Executive talked about "reducing" strategic missiles he meant precisely that; the appeal of the "zero option" was that it really would get rid of intermediate-range nuclear forces; the Strategic Defense Initiative might in fact, just as the President had said, make nuclear weapons "impotent and obsolete." A simple and straightforward man, Reagan took the principle of "negotiation from strength" literally: once one had built strength, one negotiated.

The first indications that the President might be interested in something other than an indefinite arms race began to appear in the spring and summer of 1983. Widespread criticism of his "evil empire" speech apparently shook him: although his view of the Soviet system itself did not change, Reagan was careful, after that point, to use more restrained language in characterizing it. Clear evidence of the President's new moderation came with the Korean airliner incident of September, 1983^2. Despite his outrage, Reagan did not respond--as one might have expected him to--by reviving his "evil empire" rhetoric; instead he insisted that arms control negotiations would continue, and in a remarkably conciliatory television address early in 1984 he announced that the United States was "in its strongest position in years to establish a constructive and realistic working relationship with the Soviet Union." The President concluded this address by speculating on how a typical Soviet couple--Ivan and Anya--might find that they had much in common with a typical American couple--Jim and Sally: "They might even have decided that they were all going to get together for dinner some evening soon."

It was possible to construct self-serving motives for this startling shift in tone. With a presidential campaign under way the White House was sensitive to Democratic charges that Reagan was the only postwar president not to have met with a Soviet leader while in office. Certainly it was to

^2 Korean Air Lines Flight 007 was a Korean Air Lines civilian airliner shot down by Soviet jet interceptors on September 1, 1983 just west of Sakhalin island. 269 passengers and crew, among them 62 Americans, including US congressman Lawrence McDonald, were aboard KAL 007. The aircraft had violated Soviet airspace and the Soviet Union stated it did not believe the aircraft was civilian and said that it believed it had entered Soviet airspace as a deliberate provocation by the United States to test its military response capabilities.
the advantage of the United States in its relations with Western Europe to look as reasonable as possible in the face of Soviet intransigence. But events would show that the President's interest in an improved relationship was based on more than just electoral politics or the needs of the alliance: it was only the unfortunate tendency of Soviet leaders to die upon taking office that was depriving the American Chief Executive--himself a spry septuagenarian--of a partner with whom to negotiate.

By the end of September, 1984--and to the dismay of Democratic partisans who saw Republicans snatching the "peace" issue from them--a contrite Soviet Foreign Minister Andrei Gromyko had made the pilgrimage to Washington to re-establish contacts with the Reagan administration. Shortly after Reagan's landslide re-election over Walter Mondale in November, the United States and the Soviet Union announced that a new set of arms control negotiations would begin early the following year, linking together discussions on START [Strategic Arms Reduction Talks], INF, and weapons in space. And in December, a hitherto obscure member of the Soviet Politburo, Mikhail Gorbachev, announced while visiting Great Britain that the U.S.S.R. was prepared to seek "radical solutions" looking toward a ban on nuclear missiles altogether. Three months later, Konstantin Chernenko, the last in a series of feeble and unimaginative Soviet leaders, expired, and Gorbachev--a man who was in no way feeble and unimaginative--became the General Secretary of the Communist Party of the Soviet Union. Nothing would ever be quite the same again.

Reagan and Gorbachev
Several years after Gorbachev had come to power, George F. Kennan was asked in a television interview how so unconventional a Soviet leader could have risen to the top in a system that placed such a premium on conformity. Kennan's reply reflected the perplexity American experts on Soviet affairs have felt in seeking to account for the Gorbachev phenomenon: "I really cannot explain it." It seemed most improbable that a regime so lacking in the capacity for innovation, self-evaluation, or even minimally effective public relations should suddenly produce a leader who excelled in all of these qualities; even more remarkable was the fact that Gorbachev saw himself as a revolutionary--a breed not seen in Russia for decades--determined, as he put it, "to get out of the quagmire of conservatism, and to break the inertia of stagnation."

Whatever the circumstances that led to it, the accession of Gorbachev reversed almost overnight the pattern of the preceding four years: after March, 1985, it was the Soviet Union that seized the initiative in relations with the West. It did so in a way that was both reassuring and unnerving at the same time: by becoming so determinedly cooperative as to convince some supporters of containment in the United States and Western Europe--uneasy in the absence of the intransigence to which they had become accustomed--that the Russians were now seeking to defeat that strategy by depriving it, with sinister cleverness, of an object to be contained.

President Reagan, in contrast, welcomed the fresh breezes emanating from Moscow and moved quickly to establish a personal relationship with the new Soviet leader. Within four days of Gorbachev's taking power, the President was characterizing the Russians as "in a different frame of mind than they've been in the past. ...[T]hey, I believe, are really going to try and, with us, negotiate a reduction in armaments." And within four months, the White House was announcing that Reagan would meet Gorbachev at Geneva in November for the first Soviet-American summit since 1979.

The Geneva summit, like so many before it, was long on symbolism and short on substance. The two leaders appeared to get along well with one another: they behaved, as one Reagan adviser later put it, "like a couple of fellows who had run into each other at the club and discovered that they had a lot in common." The President agreed to discuss deep cuts in strategic weapons and improved verification, but he made it clear that he was not prepared to forgo development of the Strategic
Defense Initiative in order to get them. His reason—which Gorbachev may not have taken seriously until this point—had to do with his determination to retain SDI as a means ultimately of rendering nuclear weapons obsolete. The President's stubbornness on this point precluded progress, at least for the moment, on what was coming to be called the "grand compromise": Paul Nitze's idea of accepting limits on SDI in return for sweeping reductions in strategic missiles. But it did leave the way open for an alert Gorbachev, detecting the President's personal enthusiasm for nuclear abolition, to surprise the world in January, 1986, with his own plan for accomplishing that objective: a Soviet-American agreement to rid the world of nuclear weapons altogether by the year 2000.

It was easy to question Gorbachev's motives in making so radical a proposal in so public a manner with no advance warning. Certainly any discussion of even reducing--much less abolishing--nuclear arsenals would raise difficult questions for American allies, where an abhorrence of nuclear weapons continued to coexist uneasily alongside the conviction that only their presence could deter superior Soviet conventional forces. Nor was the Gorbachev proposal clear on how Russians and Americans could ever impose abolition, even if they themselves agreed to it, on other nuclear and non-nuclear powers. Still, the line between rhetoric and conviction is a thin one: the first Reagan-Gorbachev summit may not only have created a personal bond between the two leaders; it may also have sharpened a vague but growing sense in the minds of both men that, despite all the difficulties in constructing an alternative, an indefinite continuation of life under nuclear threat was not a tolerable condition for either of their countries, and that their own energies might very well be directed toward overcoming that situation.

That both Reagan and Gorbachev were thinking along these lines became clear at their second meeting, the most extraordinary Soviet-American summit of the postwar era, held on very short notice at Reykjavik, Iceland, in October, 1986. The months that preceded Reykjavik had seen little tangible progress toward arms control; there had also developed, in August, an unpleasant skirmish between intelligence agencies on both sides as the KGB, in apparent retaliation for the FBI's highly publicized arrest of a Soviet United Nations official in New York on espionage charges, set up, seized, and held USNEWS correspondent Nicholas Daniloff on trumped-up accusations for just under a month. It was a sobering reminder that the Soviet-American relationship existed at several different levels, and that cordiality in one did not rule out the possibility of confrontation in others. The Daniloff affair also brought opportunity though, for in the course of negotiations to settle it Gorbachev proposed a quick "preliminary" summit, to be held within two weeks, to try to break the stalemate in negotiations over intermediate-range nuclear forces in Europe, the aspect of arms control where progress at a more formal summit seemed likely. Reagan immediately agreed.

But when the President and his advisers arrived at Reykjavik, they found that Gorbachev had much more grandiose proposals in mind. These included not only an endorsement of 50 percent cuts in Soviet and American strategic weapons across the board, but also agreement not to demand the inclusion of British and French nuclear weapons in these calculations--a concession that removed a major stumbling block to START--and acceptance in principle of Reagan's 1981 "zero option" for intermediate-range nuclear forces, all in return for an American commitment not to undermine SALT I's ban on strategic defenses for the next ten years. Impressed by the scope of these concessions, the American side quickly put together a compromise that would have cut ballistic missiles to zero within a decade in return for the right, after that time, to deploy strategic defenses against the bomber and cruise missile forces that would be left. Gorbachev immediately countered by proposing the abolition of all nuclear weapons within ten years, thus moving his original deadline from the year 2000 to 1996. President Reagan is said to have replied: "All nuclear weapons? Well, Mikhail, that's exactly what I've been talking about all along. That's always been my goal."
A series of events set in motion by a Soviet diplomat's arrest on a New York subway platform and by the reciprocal framing of an American journalist in Moscow had wound up with the two most powerful men in the world agreeing--for the moment, and to the astonishment of their aides--on the abolition of all nuclear weapons within ten years. But the moment did not last. Gorbachev went on to insist, as a condition for nuclear abolition, upon a ban on the laboratory testing of SDI, which Reagan immediately interpreted as an effort to kill strategic defense altogether. Because the ABM treaty does allow for some laboratory testing, the differences between the two positions were not all that great. But in the hothouse atmosphere of this cold-climate summit no one explored such details, and the meeting broke up in disarray, acrimony, and mutual disappointment.

It was probably just as well. The sweeping agreements contemplated at Reykjavik grew out of hasty improvisation and high-level posturing, not careful thought. They suffered from all the deficiencies of Gorbachev's unilateral proposal for nuclear abolition earlier in the year; they also revealed how susceptible the leaders of the United States and the Soviet Union had become to each other's amplitudinous rhetoric. It was as if Reagan and Gorbachev had been trying desperately to outbid the other in a gigantic but surrealistic auction, with the diaphanous prospect of a nuclear-free world somehow on the block….

Negotiations on arms control continued in the year that followed Reykjavik, however, with both sides edging toward the long-awaited "grand compromise" that would defer SDI in return for progress toward a START agreement. Reagan and Gorbachev did sign an intermediate-range nuclear forces treaty in Washington in December, 1987, which for the first time provided that Russians and Americans would actually dismantle and destroy--literally before each other's eyes--an entire category of nuclear missiles. There followed a triumphal Reagan visit to Moscow in May, 1988, featuring the unusual sight of a Soviet general secretary and an American president strolling amiably through Red Square, greeting tourists and bouncing babies in front of Lenin's tomb, while their respective military aides--each carrying the codes needed to launch nuclear missiles at each other's territory--stood discreetly in the background. Gorbachev made an equally triumphal visit to New York in December, 1988, to address the United Nations General Assembly: there he announced a unilateral Soviet cut of some 500,000 ground troops, a major step toward moving arms control into the realm of conventional forces.

When, on the same day Gorbachev spoke in New York, a disastrous earthquake killed some 25,000 Soviet Armenians, the outpouring of aid from the United States and other Western countries was unprecedented since the days of Lend Lease. One had the eerie feeling, watching anguished television reports from the rubble that had been the cities of Leninakan and Stipak--the breakdown of emergency services, the coffins stacked like logs in city parks, the mass burials--that one had glimpsed, on a small scale, something of what a nuclear war might actually be like. The images suggested just how vulnerable both super-powers remained after almost a half-century of trying to minimize vulnerabilities. They thereby reinforced what had become almost a ritual incantation pronounced by both Reagan and Gorbachev at each of their now-frequent summits: "A nuclear war cannot be won and must never be fought."

But as the Reagan administration prepared to leave office the following month, in an elegaic mood very different from the grim militancy with which it had assumed its responsibilities eight years earlier, the actual prospect of a nuclear holocaust seemed more remote than at any point since the Soviet- American nuclear rivalry had begun. Accidents, to be sure, could always happen. Irrationality though blessedly rare since 1945, could never be ruled out. There was reason for optimism, though, in the fact that as George Bush entered the White House early in 1989, the point at issue no longer seemed to be "how to fight the Cold War" at all, but rather "is the Cold War over?"
Ronald Reagan and the End of the Cold War

The record of the Reagan years suggests the need to avoid the common error of trying to predict outcomes from attributes. There is no question that the President and his advisers came into office with an ideological view of the world that appeared to allow for no compromise with the Russians; but ideology has a way of evolving to accommodate reality especially in the hands of skillful political leadership. Indeed a good working definition of leadership might be just this--the ability to accommodate ideology to practical reality--and by that standard, Reagan's achievements in relations with the Soviet Union will certainly compare favorably with, and perhaps even surpass, those of Richard Nixon and Henry Kissinger.

Did President Reagan intend for things to come out this way? That question is, of course, more difficult to determine, given our lack of access to the archives. But a careful reading of the public record would, I think, show that the President was expressing hopes for an improvement in Soviet-American relations from the moment he entered the White House, and that he began shifting American policy in that direction as early as the first months of 1983, almost two years before Mikhail Gorbachev came to power. Gorbachev's extraordinary receptiveness to such initiatives--as distinct from the literally moribund responses of his predecessors--greatly accelerated the improvement in relations, but it would be a mistake to credit him solely with the responsibility for what happened: Ronald Reagan deserves a great deal of the credit as well.

Critics have raised the question, though, of whether President Reagan was responsible for, or even aware of, the direction administration policy was taking. This argument is, I think, both incorrect and unfair. Reagan's opponents have been quick enough to hold him personally responsible for the failures of his administration; they should be equally prepared to acknowledge his successes. And there are points, even with the limited sources now available, where we can see that the President himself had a decisive impact upon the course of events. They include, among others: the Strategic Defense Initiative, which may have had its problems as a missile shield but which certainly worked in unsettling the Russians; endorsement of the "zero option" in the INF talks and real reductions in START, the rapidity with which the President entered into, and thereby legitimized, serious negotiations with Gorbachev once he came into office; and, most remarkably of all, his eagerness to contemplate alternatives to the nuclear arms race in a way no previous president had been willing to do.

Now, it may be objected that these were simple, unsophisticated, and, as people are given to saying these days, imperfectly "nuanced" ideas. I would not argue with that proposition. But it is important to remember that while complexity, sophistication, and nuance may be prerequisites for intellectual leadership, they are not necessarily so for political leadership, and can at times actually get in the way. President Reagan generally meant precisely what he said: when he came out in favor of negotiations from strength, or for strategic arms reductions as opposed to limitations, or even for making nuclear weapons ultimately irrelevant and obsolete, he did not do so in the "killer amendment" spirit favored by geopolitical sophisticates on the right; the President may have been conservative but he was never devious. The lesson here ought to be to beware of excessive convolution and subtlety in strategy, for sometimes simple-mindedness wins out, especially if it occurs in high places.

Finally President Reagan also understood something that many geopolitical sophisticates on the left have not understood: that although toughness may or may not be a prerequisite for successful negotiations with the Russians there are arguments for both propositions—it is absolutely essential if the American people are to lend their support, over time, to what has been negotiated. Others may have seen in the doctrine of "negotiation from strength" a way of avoiding negotiations altogether, but
it now seems clear that the President saw in that approach the means of constructing a domestic political base without which agreements with the Russians would almost certainly have foundered, as indeed many of them did in the 1970s. For unless one can sustain domestic support—and one does not do that by appearing weak—then it is hardly likely that whatever one has arranged with any adversary will actually come to anything.

There is one last irony to all of this: it is that it fell to Ronald Reagan to preside over the belated but decisive success of the strategy of containment George F. Kennan had first proposed more than four decades earlier. For what were Gorbachev's reforms if not the long-delayed "mellowing" of Soviet society that Kennan had said would take place with the passage of time? The Stalinist system that had required outside adversaries to justify its own existence now seemed at last to have passed from the scene; Gorbachev appeared to have concluded that the Soviet Union could continue to be a great power in world affairs only through the introduction of something approximating a market economy, democratic political institutions, official accountability, and respect for the rule of law at home. And that, in turn, suggested an even more remarkable conclusion: that the very survival of the ideology Lenin had imposed on Russia in 1917 now required infiltration—perhaps even subversion—by precisely the ideology the great revolutionary had sworn to overthrow.

I have some reason to suspect that Professor Kennan is not entirely comfortable with the suggestion that Ronald Reagan successfully completed the execution of the strategy he originated. But as Kennan the historian would be the first to acknowledge, history is full of ironies, and this one, surely, will not rank among the least of them.

NO
Daniel Deudney and G. John Ikenberry
From Daniel Deudney and G. John Ikenberry, "Who Won the Cold War?" Foreign Policy, no. 87 (Summer 1992).

Who Won the Cold War?
The end of the Cold War marks the most important historical divide in half a century. The magnitude of those developments has ushered in a wide-ranging debate over the reasons for its end—a debate that is likely to be as protracted, controversial, and politically significant as that over the Cold War's origins. The emerging debate over why the Cold War ended is of more than historical interest: At stake is the vindication and legitimation of an entire world view and foreign policy orientation.

In thinking about the Cold War's conclusion, it is vital to distinguish between the domestic origins of the crisis in Soviet communism and the external forces that influenced its timing and intensity, as well as the direction of the Soviet response. Undoubtedly, the ultimate cause of the Cold War's outcome lies in the failure of the Soviet system itself. At most, outside forces hastened and intensified the crisis. However, it was not inevitable that the Soviet Union would respond to this crisis as it did in the late 1980s—with domestic liberalization and foreign policy accommodation. After all, many Western experts expected that the USSR would respond to such a crisis with renewed repression at home and aggression abroad, as it had in the past.

At that fluid historic juncture, the complex matrix of pressures, opportunities, and attractions from the outside world influenced the direction of Soviet change, particularly in its foreign policy. The Soviets' field of vision was dominated by the West, the United States, and recent American foreign policy. Having spent more than 45 years attempting to influence the Soviet Union, Americans are now attempting to gauge the weight of their country's impact and, thus, the track record of U.S. policies.

In assessing the rest of the world's impact on Soviet change, a remarkably simplistic and self-
serving conventional wisdom has emerged in the United States. This new conventional wisdom, the "Reagan victory school," holds that President Ronald Reagan's military and ideological assertiveness during the 1980s played the lead role in the collapse of Soviet communism and the "taming" of its foreign policy. In that view the Reagan administration's ideological counter-offensive and military buildup delivered the knock-out punch to a system that was internally bankrupt and on the ropes. The Reagan Right's perspective is an ideologically pointed version of the more broadly held conventional wisdom on the end of the Cold War that emphasizes the success of the "peace-through-strength" strategy manifest in four decades of Western containment. After decades of waging a costly "twilight struggle," the West now celebrates the triumph of its military and ideological resolve.

The Reagan victory school and the broader peace-through-strength perspectives are, however, misleading and incomplete—both in their interpretation of events in the 1980s and in their understanding of deeper forces that led to the end of the Cold War. It is important to reconsider the emerging conventional wisdom before it truly becomes an article of faith on Cold War history and comes to distort the thinking of policymakers in America and elsewhere.

The collapse of the Cold War caught almost everyone, particularly hard-liners, by surprise. Conservatives and most analysts in the U.S. national security establishment believed that the Soviet-U.S. struggle was a permanent feature of international relations. As former National Security Council adviser Zbigniew Brzezinski put it in 1986, "the American-Soviet contest is not some temporary aberration but a historical rivalry that will long endure." And to many hard-liners, Soviet victory was far more likely than Soviet collapse. Many ringing predictions now echo as embarrassments.

The Cold War's end was a baby that arrived unexpectedly, but a long line of those claiming paternity has quickly formed. A parade of former Reagan administration officials and advocates has forthrightly asserted that Reagan's hardline policies were the decisive trigger for reorienting Soviet foreign policy and for the demise of communism. As former Pentagon officials like Caspar Weinberger and Richard Perle, columnist George Will, neoconservative thinker Irving Kristol, and other proponents of the Reagan victory school have argued, a combination of military and ideological pressures gave the Soviets little choice but to abandon expansionism abroad and repression at home. In that view, the Reagan military buildup foreclosed Soviet military options while pushing the Soviet economy to the breaking point. Reagan partisans stress that his dramatic "Star Wars" initiative put the Soviets on notice that the next phase of the arms race would be waged in areas where the West held a decisive technological edge.

Reagan and his administration's military initiatives, however, played a far different and more complicated role in inducing Soviet change than the Reagan victory school asserts. For every "hardening" there was a "softening": Reagan's rhetoric of the "Evil Empire" was matched by his vigorous anti-nuclearism; the military buildup in the West was matched by the resurgence of a large popular peace movement; and the Reagan Doctrine's toughening of containment was matched by major deviations from containment in East-West economic relations. Moreover, over the longer term, the strength marshaled in containment was matched by mutual weakness in the face of nuclear weapons, and efforts to engage the USSR were as important as efforts to contain it.

**The Irony of Ronald Reagan**

Perhaps the greatest anomaly of the Reagan victory school is the "Great Communicator" himself. The Reagan Right ignores that his anti-nuclearism was as strong as his anticommunism. Reagan's personal convictions on nuclear weapons were profoundly at odds with the beliefs of most in his administration. Staffed by officials who considered nuclear weapons a useful instrument of statecraft and who were openly disdainful of the moral critique of nuclear weapons articulated by the arms
control community and the peace movement, the administration pursued the hardest line on nuclear policy and the Soviet Union in the postwar era. Then vice president George Bush's observation that nuclear weapons would be fired as a warning shot and Deputy Under Secretary of Defense T. K. Jones's widely quoted view that nuclear war was survivable captured the reigning ethos within the Reagan administration.

In contrast, there is abundant evidence that Reagan himself felt a deep antipathy for nuclear weapons and viewed their abolition to be a realistic and desirable goal. Reagan's call in his famous March 1983 "Star Wars" speech for a program to make nuclear weapons impotent and obsolete was viewed as cynical by many, but actually it expressed Reagan's heartfelt views, views that he came to act upon. As Washington Post reporter Lou Cannon's 1991 biography points out, Reagan was deeply disturbed by nuclear deterrence and attracted to abolitionist solutions. "I know I speak for people everywhere when I say our dream is to see the day when nuclear weapons will be banished from the face of the earth," Reagan said in November 1983. Whereas the Right saw anti-nuclearism as a threat to American military spending and the legitimacy of an important foreign policy tool, or as propaganda for domestic consumption, Reagan sincerely believed it. Reagan's anti-nuclearism was not just a personal sentiment. It surfaced at decisive junctures to affect Soviet perceptions of American policy. Sovietologist and strategic analyst Michael MccGwire has argued persuasively that Reagan's anti-nuclearism decisively influenced Soviet-U.S. relations during the early Gorbachev years.

Contrary to the conventional wisdom, the defense buildup did not produce Soviet capitulation. The initial Soviet response to the Reagan administration's buildup and belligerent rhetoric was to accelerate production of offensive weapons, both strategic and conventional. That impasse was broken not by Soviet capitulation but by an extraordinary convergence by Reagan and Mikhail Gorbachev on a vision of mutual nuclear vulnerability and disarmament. On the Soviet side, the dominance of the hardline response to the newly assertive America was thrown into question in early 1985 when Gorbachev became general secretary of the Communist party after the death of Konstantin Chernenko. Without a background in foreign affairs, Gorbachev was eager to assess American intentions directly and put his stamp on Soviet security policy. Reagan's strong antinuclear views expressed at the November 1985 Geneva summit were decisive in convincing Gorbachev that it was possible to work with the West in halting the nuclear arms race. The arms control diplomacy of the later Reagan years was successful because, as Washington Post journalist Don Oberdorfer has detailed in The Turn: From the Cold War to a New Era (1991), Secretary of State George Shultz picked up on Reagan's strong convictions and deftly side-stepped hard-line opposition to agreements. In fact, Schultz's success at linking presidential unease about nuclear weapons to Soviet overtures in the face of right-wing opposition provides a sharp contrast with John Foster Dulles's refusal to act on President Dwight Eisenhower's nuclear doubts and the opportunities presented by Nikita Khrushchev's detente overtures.

Reagan's commitment to anti-nuclearism and its potential for transforming the U.S-Soviet confrontation was more graphically demonstrated at the October 1986 Reykjavik summit when Reagan and Gorbachev came close to agreeing on a comprehensive program of global denuclearization that was far bolder than any seriously entertained by American strategists since the Baruch Plan of 1946. The sharp contrast between Reagan's and Gorbachev's shared skepticism

---

3 A plan proposed to eliminate atomic weapons and all other major weapons adaptable to mass destruction; and establish effective safeguards by way of inspection to protect complying States against the hazards of violations and evasions. The US agreed to turn over all of its weapons on the condition that all other countries pledge not to produce them and agree to a system of inspection. The Soviets rejected this plan on the grounds that the United Nations was dominated by the United States and its allies in Western Europe, and could not be trusted to exercise authority over atomic weaponry in an evenhanded manner. They proposed that America eliminate its nuclear weapons, before considering proposals for a system of controls and inspections.
toward nuclear weapons on the one hand, and the Washington security establishment's consensus on
the other, was showcased in former secretary of defense James Schlesinger's scathing accusation that
Reagan was engaged in "casual utopianism." But Reagan's anomalous anti-nuclearism provided the
crucial signal to Gorbachev that bold initiatives would be reciprocated rather than exploited. Reagan's
anti-nuclearism was more important than his administration's military buildup in catalyzing the end of
the Cold War.

Neither anti-nuclearism nor its embrace by Reagan have received the credit they deserve for
producing the Soviet-U.S. reconciliation. Reagan's accomplishment in this regard has been met with
silence from all sides. Conservatives, not sharing Reagan's anti-nuclearism, have emphasized the role
of traditional military strength. The popular peace movement, while holding deeply antinuclear views,
was viscerally suspicious of Reagan. The establishment arms control community also found Reagan
and his motives suspect, and his attack on deterrence conflicted with their desire to stabilize
deterrence and establish their credentials as sober participants in security policy making. Reagan's
radical anti-nuclearism should sustain his reputation as the ultimate Washington outsider.

The central role of Reagan's and Gorbachev's anti-nuclearism throws new light on the 1987
Treaty on Intermediate-range Nuclear Forces, the first genuine disarmament treaty of the nuclear era.
The conventional wisdom emphasizes that this agreement was the fruit of a hard-line negotiating
posture and the U.S. military buildup. Yet the superpowers' settlement on the "zero option" was not a
vindication of the hard-line strategy. The zero option was originally fashioned by hardliners for
propaganda purposes, and many backed off as its implementation became likely. The impasse the hard
line created was transcended by the surprising Reagan-Gorbachev convergence against nuclear arms.

The Reagan victory school also overstates the overall impact of American and Western policy
on the Soviet Union during the 1980s. The Reagan administration's posture was both evolving and
inconsistent. Though loudly proclaiming its intention to go beyond the previous containment policies
that were deemed too soft, the reality of Reagan's policies fell short. As Sovietologists Gail Lapidus
and Alexander Dallin observed in a 1989 Bulletin of the Atomic Scientists article, the policies were
"marked to the end by numerous zigzags and reversals, bureaucratic conflicts, and incoherence."
Although rollback had long been a cherished goal of the Republican party's right wing, Reagan was
unwilling and unable to implement it.

The hard-line tendencies of the Reagan administration were offset in two ways. First, and most
important, Reagan's tough talk fueled a large peace movement in the United States and Western
Europe in the 1980s, a movement that put significant political pressure upon Western governments to
pursue far-reaching arms control proposals. That mobilization of Western opinion created a political
climate in which the rhetoric and posture of the early Reagan administration was a significant political
liability. By the 1984 U.S. presidential election, the administration had embraced arms control goals
that it had previously ridiculed. Reagan's own anti-nuclearism matched that rising public concern, and
Reagan emerged as the spokesman for comprehensive denuclearization. Paradoxically, Reagan
administration policies substantially triggered the popular revolt against the nuclear hardline, and then
Reagan came to pursue the popular agenda more successfully than any other postwar president.

Second, the Reagan administration's hard-line policies were also undercut by powerful Western
interests that favored East-West economic ties. In the early months of Reagan's administration, the
grain embargo imposed by President Jimmy Carter after the 1979 Soviet invasion of Afghanistan was
lifted in order to keep the Republican party's promises to Midwestern farmers. Likewise, in 1981 the
Reagan administration did little to challenge Soviet control of Eastern Europe after Moscow pressured
Warsaw to suppress the independent Polish trade union Solidarity, in part because Poland might have
defaulted on multibillion dollar loans made by Western banks. Also, despite strenuous opposition by
the Reagan administration, the NATO allies pushed ahead with a natural gas pipeline linking the Soviet Union with Western Europe. That a project creating substantial economic interdependence could proceed during the worst period of Soviet-U.S. relations in the 1980s demonstrates the failure of the Reagan administration to present an unambiguous hard line toward the Soviet Union. More generally, NATO allies and the vocal European peace movement moderated and buffered hardline American tendencies.

In sum, the views of the Reagan victory school are flawed because they neglect powerful crosscurrents in the West during the 1980s. The conventional wisdom simplifies a complex story and ignores those aspects of Reagan administration policy inconsistent with the hardline rationale. Moreover, the Western "face" toward the Soviet Union did not consist exclusively of Reagan administration policies, but encompassed countervailing tendencies from the Western public, other governments, and economic interest groups.

Whether Reagan is seen as the consummate hardliner or the prophet of anti-nuclearism, one should not exaggerate the influence of his administration, or of other short-term forces. Within the Washington beltway, debates about postwar military and foreign policy would suggest that Western strategy fluctuated wildly, but in fact the basic thrust of Western policy toward the USSR remained remarkably consistent. Arguments from the New Right notwithstanding, Reagan's containment strategy was not that different from those of his predecessors. Indeed, the broader peace-through-strength perspective sees the Cold War's finale as the product of a long-term policy, applied over the decades.

In any case, although containment certainly played an important role in blocking Soviet expansionism, it cannot explain either the end of the Cold War or the direction of Soviet policy responses. The West's relationship with the Soviet Union was not limited to containment, but included important elements of mutual vulnerability and engagement. The Cold War's end was not simply a result of Western strength but of mutual weakness and intentional engagement as well.

Most dramatically, the mutual vulnerability created by nuclear weapons overshadowed containment. Nuclear weapons forced the United States and the Soviet Union to eschew war and the serious threat of war as tools of diplomacy and created imperatives for the cooperative regulation of nuclear capability. Both countries tried to fashion nuclear explosives into useful instruments of policy, but they came to the realization--as the joint Soviet-American statement issued from the 1985 Geneva summit put it--that "nuclear war cannot be won and must never be fought." Both countries slowly but surely came to view nuclear weapons as a common threat that must be regulated jointly. Not just containment, but also the overwhelming and common nuclear threat brought the Soviets to the negotiating table. In the shadow of nuclear destruction, common purpose defused traditional antagonisms.

A second error of the peace-through-strength perspective is the failure to recognize that the West offered an increasingly benign face to the communist world. Traditionally, the Soviets' Marxist-Leninist doctrine held that the capitalist West was inevitably hostile and aggressive, an expectation reinforced by the aggression of capitalist, fascist Germany. Since World War II, the Soviets' principal adversaries had been democratic capitalist states. Slowly but surely Soviet doctrine acknowledged that the West's behavior did not follow Leninist expectations, but was instead increasingly pacific and cooperative. The Soviet willingness to abandon the Brezhnev Doctrine in the late 1980s in favor of the "Sinatra Doctrine"-under which any East European country could sing, "I did it my way"-suggests a radical transformation in the prevailing Soviet perception of threat from the West. In 1990, the Soviet acceptance of the de facto absorption of communist East Germany into West Germany involved the same calculation with even higher stakes. In accepting the German reunification, despite that country's
past aggression, Gorbachev acted on the assumption that the Western system was fundamentally pacific. As Russian foreign minister Andrei Kozyrev noted subsequently, that Western countries are pluralistic democracies "practically rules out the pursuance of an aggressive foreign policy." Thus the Cold War ended despite the assertiveness of Western hardliners, rather than because of it.

The War of Ideas
The second front of the Cold War, according to the Reagan victory school, was ideological. Reagan spearheaded a Western ideological offensive that dealt the USSR a death blow. For the Right, driving home the image of the Evil Empire was a decisive stroke rather than a rhetorical flourish. Ideological warfare was such a key front in the Cold War because the Soviet Union was, at its core, an ideological creation. According to the Reagan Right, the supreme vulnerability of the Soviet Union to ideological assault was greatly underappreciated by Western leaders and publics. In that view, the Cold War was won by the West's uncompromising assertion of the superiority of its values and its complete denial of the moral legitimacy of the Soviet system during the 1980s. Western military strength could prevent defeat, but only ideological breakthrough could bring victory.

Underlying that interpretation is a deeply ideological philosophy of politics and history. The Reagan Right tended to view politics as a war of ideas, an orientation that generated a particularly polemical type of politics. As writer Sidney Blumenthal has pointed out, many of the leading figures in the neoconservative movement since the 1960s came to conservatism after having begun their political careers as Marxists or socialists. That perspective sees the Soviet Union as primarily an ideological artifact, and therefore sees struggle with it in particularly ideological terms. The neoconservatives believe, like Lenin, that "ideas are more fatal than guns."

Convinced that Bolshevism was quintessentially an ideological phenomenon, activists of the New Right were contemptuous of Western efforts to accommodate Soviet needs, moderate Soviet aims, and integrate the USSR into the international system as a "normal" great power. In their view, the realpolitik strategy urged by George Kennan, Walter Lippmann, and Hans Morgenthau was based on a misunderstanding of the Soviet Union. It provided an incomplete roadmap for waging the Cold War, and guaranteed that it would never be won. A particular villain for the New Right was Secretary of State Henry Kissinger, whose program of detente implied, in their view, a "moral equivalence" between the West and the Soviet Union that amounted to unilateral ideological disarmament. Even more benighted were liberal attempts to engage and co-opt the Soviet Union in hopes that the two systems could ultimately reconcile. The New Right's view of politics was strikingly globalist in its assumption that the world had shrunk too much for two such different systems to survive, and that the contest was too tightly engaged for containment or Iron Curtains to work. As James Burnham, the ex-communist prophet of New Right anticommunism, insisted in the early postwar years, the smallness of our "one world" demanded a strategy of "rollback" for American survival.

The end of the Cold War indeed marked an ideological triumph for the West, but not of the sort fancied by the Reagan victory school. Ideology played a far different and more complicated role in inducing Soviet change than the Reagan school allows. As with the military sphere, the Reagan school presents an incomplete picture of Western ideological influence, ignoring the emergence of ideological common ground in stimulating Soviet change.

The ideological legitimacy of the Soviet system collapsed in the eyes of its own citizens not because of an assault by Western ex-leftists, but because of the appeal of Western affluence and permissiveness. The puritanical austerity of Bolshevism's "New Soviet Man" held far less appeal than the "bourgeois decadence" of the West. For the peoples of the USSR and Eastern Europe, it was not so much abstract liberal principles but rather the Western way of life-the material and cultural
manifestations of the West's freedoms—that subverted the Soviet vision. Western popular culture—exemplified in rock and roll, television, film, and blue jeans—seduced the communist world far more effectively than ideological sermons by anticommunist activists. As journalist William Echikson noted in his 1990 book Lighting the Night: Revolution in Eastern Europe, "instead of listening to the liturgy of Marx and Lenin, generations of would-be socialists tuned into the Rolling Stones and the Beatles."

If Western popular culture and permissiveness helped subvert communist legitimacy, it is a development of profound irony. Domestically, the New Right battled precisely those cultural forms that had such global appeal. V. I. Lenin's most potent ideological foils were John Lennon and Paul McCartney, not Adam Smith and Thomas Jefferson. The Right fought a two-front war against communism abroad and hedonism and consumerism at home. Had it not lost the latter struggle, the West may not have won the former.

The Reagan victory school argues that ideological assertiveness precipitated the end of the Cold War. While it is true that right-wing American intellectuals were assertive toward the Soviet Union, other Western activists and intellectuals were building links with highly placed reformist intellectuals there. The Reagan victory school narrative ignores that Gorbachev's reform program was based upon "new thinking"—a body of ideas developed by globalist thinkers cooperating across the East-West divide. The key themes of new thinking—the common threat of nuclear destruction, the need for strong international institutions, and the importance of ecological sustainability—built upon the cosmopolitanism of the Marxist tradition and officially replaced the Communist party's class-conflict doctrine during the Gorbachev period.

It is widely recognized that a major source of Gorbachev's new thinking was his close aide and speechwriter, Georgi Shakhnazarov. A former president of the Soviet political science association, Shakhnazarov worked extensively with Western globalists, particularly the New York-based group known as the World Order Models Project. Gorbachev's speeches and policy statements were replete with the language and ideas of globalism. The Cold War ended not with Soviet ideological capitulation to Reagan's anticommunism but rather with a Soviet embrace of globalist themes promoted by a network of liberal internationalists. Those intellectual influences were greatest with the state elite, who had greater access to the West and from whom the reforms originated.

Regardless of how one judges the impact of the ideological struggles during the Reagan years, it is implausible to focus solely on recent developments without accounting for longer-term shifts in underlying forces, particularly the widening gap between Western and Soviet economic performance. Over the long haul, the West's ideological appeal was based on the increasingly superior performance of the Western economic system. Although contrary to the expectation of Marx and Lenin, the robustness of capitalism in the West was increasingly acknowledged by Soviet analysts. Likewise, Soviet elites were increasingly troubled by their economy's comparative decline.

The Reagan victory school argues that the renewed emphasis on free-market principles championed by Reagan and then British prime minister Margaret Thatcher led to a global move toward market deregulation and privatization that the Soviets desired to follow. By rekindling the beacon of laissez-faire capitalism, Reagan illuminated the path of economic reform, thus vanquishing communism.

That view is misleading in two respects. First, it was West European social democracy rather than America's more free-wheeling capitalism that attracted Soviet reformers. Gorbachev wanted his reforms to emulate the Swedish model. His vision was not of laissez-faire capitalism but of a social democratic welfare state. Second, the Right's triumphalism in the economic sphere is ironic. The West's robust economies owe much of their relative stability and health to two generations of Keynesian intervention and government involvement that the Right opposed at every step. As with
Western popular culture, the Right opposed tendencies in the West that proved vital in the West's victory.

There is almost universal agreement that the root cause of the Cold War's abrupt end was the grave domestic failure of Soviet communism. However, the Soviet response to this crisis--accommodation and liberalization rather than aggression and repression--was significantly influenced by outside pressures and opportunities, many from the West. As historians and analysts attempt to explain how recent U.S. foreign policy helped end the Cold War, a view giving most of the credit to Reagan-era assertiveness and Western strength has become the new conventional wisdom. Both the Reagan victory school and the peace-through-strength perspective on Western containment assign a central role in ending the Cold War to Western resolve and power. The lesson for American foreign policy being drawn from those events is that military strength and ideological warfare were the West's decisive assets in fighting the Cold War.

The new conventional wisdom, in both its variants, is seriously misleading. Operating over the last decade, Ronald Reagan's personal anti-nuclearism, rather than his administration's hardline, catalyzed the accommodations to end the Cold War. His administration's effort to go beyond containment and on the offensive was muddled, counter-balanced, and unsuccessful. Operating over the long term, containment helped thwart Soviet expansionism but cannot account for the Soviet domestic failure, the end of East-West struggle, or the direction of the USSR'S reorientation. Contrary to the hard-line version, nuclear weapons were decisive in abandoning the conflict by creating common interests.

On the ideological front, the new conventional wisdom is also flawed. The conservatives' anticommunism was far less important in delegitimating the Soviet system than were that system's internal failures and the attraction of precisely the Western "permissive culture" abhorred by the Right. In addition, Gorbachev's attempts to reform communism in the late1980s were less an ideological capitulation than a reflection of philosophical convergence on the globalist norms championed by liberal internationalists. And the West was more appealing not because of its laissez-faire purity, but because of the success of Keynesian and social welfare innovations whose use the Right resisted.

Behind the debate over who "won" the Cold War are competing images of the forces shaping recent history. Containment, strength, and confrontation-the trinity enshrined in conventional thinking on Western foreign policy's role in ending the Cold War-obscure the nature of these momentous changes. Engagement and interdependence, rather than containment, are the ruling trends of the age. Mutual vulnerability, not strength, drives security politics. Accommodation and integration, not confrontation, are the motors of change.

That such encouraging trends were established and deepened even as the Cold War raged demonstrates the considerable continuity underlying the West's support today for reform in the post-Soviet transition. Those trends also expose as one-sided and self-serving the New Right's attempt to take credit for the success of forces that, in truth, they opposed. In the end, Reagan partisans have been far more successful in claiming victory in the Cold War than they were in achieving it.