

中国关于外空活动透明与建立信任措施的立场文件

一、立场主张

中国支持联合国大会第 77 届会议通过的题为“外空活动透明与建立信任措施”（A/RES/77/251）决议。

中国重视外空透明与建立信任措施，长期积极参与联合国相关工作。中国是历年联大“外空活动透明与建立信任措施”决议的主提国，参加了 2012 至 2013 年联合国“外空活动透明与建立信任措施政府专家组”工作，并推动专家组最终达成报告，为促进外空和平、安全和长期可持续性发展做出了积极贡献。

中国认为，在外空武器化和战场化趋势不断加强的背景下，各国在外空活动中采取适当、可行的透明和建立信任措施，有助于增进互信、减少误判、规范外空活动，促进和平利用外空合作和维护外空安全，一定程度上有助于防止外空武器化目标。各国承诺不在外空部署武器、防止外空武器化和军备竞赛，就是最重要的透明与建立信任措施。但外空透明与建立信任措施不具有法律约束力，不能弥补现有外空国际法律文书存在的漏洞。有关措施可以作为谈判缔结防止外空武器化和外空军备竞赛国际法律

文书的有益补充，但不能取代谈判缔结法律文书。中国认为，与外空透明与信任措施不同，部分国家推动制定的“负责任外空行为准则”具有很强的主观性和选择性，尤其是该准则基于的“负责任与不负责任”二分法具有很大的逻辑缺陷，无法从根本上防止外空武器化和军备竞赛。

中国认为，谈判缔结新的国际法律文书是防止外空军备竞赛的最佳途径。多年来，中、俄及其他许多国家一道，积极推动在裁谈会谈判缔结防止外空武器化条约。2008年，中俄共同向裁谈会提交“防止在外空放置武器、对外空物体使用或威胁使用武力条约”草案(CD/1839)，并于2014年提交更新案文(CD/1985)。2018年，中俄推动联合国成立“防止外空军备竞赛”政府专家组，就相关国际法律文书要素开展了深入、实质性讨论。令人遗憾的是，因一国独家阻挡，专家组未能就最终报告达成一致。根据第77届联大“防止外空军备竞赛进一步切实措施”决议规定，今年联合国将再次成立“防止外空军备竞赛”政府专家组，就制定外空军控法律文书实质性要素提出建议。中方希望裁谈会能以两次政府专家组的讨论成果为基础，尽早启动法律文书谈判。

中国注意到，有些国家基于双边或多边合作机制开展空间态势感知合作，期望以此增加外空活动透明度、增强互信并减少误判风险。中方支持开展空间态势感知合作，并认为相关合作应秉承公开、透明、平等、自愿原则，基于联合国等多边平台进行数据分享与核查，防止个别国家垄断相关数据，防止相关数据被用于外空武器研发试验、攻防演习等军事用途。

中国认为，各国均享有和平探索利用外空以及平等、非歧视地参与外空安全治理的权利。中方遗憾地注意到，个别国家仍抱着冷战思维和单边主义不肯放手，至今还在不断出台相关措施，对他国进行外空技术封锁和制裁，阻挠甚至中断人员技术交流和磋商对话。这些做法只会放大国家间分歧，激化已有争端矛盾，既不利于世界各国尤其是发展中国家为和平目的开发和应用外空技术，也不利于维护外空和平安宁。

中国认为，商业航天公司在推动空间科技进步、完善公共设施及服务等方面发挥了一定作用，但也带来新的挑战。巨型低轨卫星星座的无序扩张，大大挤压了各国航天活动的发射窗口，增加了航天器碰撞风险，甚至威胁空间站和宇航员安全，不利于各国开展和平利用外空活动。值得担忧的是，部分商业航天公司还参与武装冲突。根据 1967 年《外空条约》，各国应对其商业航天公司的外空活动承担国际责任，并应负责保证这些商业航天公司的活动符合条约规定，对其连续加以监督。中方要求相关国家切实履行《外空条约》义务，确保本国商业航天公司活动符合为和平目的探索和利用外空的要求。

二、中国采取的透明和建立信任措施

中国一贯主张和平利用外空，反对外空武器化和军备竞赛。长期以来，中国采取了一系列透明与建立信任措施，旨在维护外空的和平、安全和长期可持续性。

(一) 中国的外空政策保持透明。2000 年以来，中国多次发布《中国的航天》《新时代的中国国防》和《新时代的中国北斗》白皮书，明确始终坚持和平利用外空、反对外空武器化、战场化和外空军备竞赛的既定立场，详细介绍中国外空活动的宗旨、原则和主要任务。中国正在起草《航天法》，为国内航天活动管理提供综合性法律规范。

(二) 长期积极参加联合国机构活动。中国积极参与联合国“外空活动长期可持续性”（LTS）进程，推动达成 LTS 准则。每年在联大一委共提“不在外空部署武器”和“防止外空军备竞赛进一步切实措施”决议，推动联合国成立“防止外空军备竞赛”政府专家组，建设性参与“负责任外空行为准则”开放式工作组会议并多次提交立场文件，阐明中方主张。

(三) 认真履行外空活动登记义务。中国于 1988 年 12 月加入《关于登记射入外层空间物体的公约》，按照公约要求登记发射进入外空的物体信息。自 2016 年以来，中方已向联合国登记 481 个空间物体，其中仅 2022 年就登记 99 个。中国还发布《空间物体登记管理办法》《民用航天发射项目许可证管理暂行办法》《关于促进商业运载火箭规范有序发展的通知》等文件，加强内部管理。

(四) 主动对外通报信息。中国高度重视空间碎片问题，积极参与联合国外空委、机构间空间碎片协调委员会等多边机制下的合作，为有关国际准则的制定发挥了建设性作用。中方颁布了

《空间碎片减缓与防护管理办法》和《空间碎片减缓要求》，为空间碎片减缓作出了贡献。中国还与有关国家就空间碎片、卫星碰撞预警等开展经常性沟通交流。自 2014 年起，中国累计协调处理航天器碰撞预警事件 60 余起，其中仅 2022 年就妥善处置风险事件 32 起。

对于载人航天、探月等重大外空活动，中国均及时向媒体公布，或与有关国家或国际组织沟通协调。通过中国载人航天工程办公室官方网站（www.cmse.gov.cn）分享中国空间站 TLE 轨道根数等空间物体和轨道事件信息。就长征五号 B 运载火箭残骸、“天宫一号”、“天宫二号”空间实验室再入大气层事，及时向国际社会通报信息。2023 年，中国和菲律宾签署联合声明，双方表示将“积极考虑建立火箭发射信息通报机制，在火箭残骸回收返还方面开展合作”。

中国国家航天局于 2016 年向联合国提交《中国外空核动力源安全实践》，并于 2018 年照会通报嫦娥四号月球探测器使用核动力源事，体现了中国对在外空安全使用核动力源的重视和透明。

（五）积极开展国际合作。2013 年以来，中国与 43 国及 6 个国际组织签署了 150 余份空间合作协议、谅解备忘录等，为巴西、印度尼西亚等 19 个国家和国际组织提供 26 次卫星发射服务，并努力推动北斗导航系统全球服务。2017 年以来，中国组织接待英国、埃及、沙特等 20 余国和亚太空间合作组织官员、专家赴发射场、飞控中心参观 30₅ 余次，组织俄罗斯、意大利等国航

天员和欧洲航天局与我航天员中心开展多次访问交流。

中国还推动“一带一路”空间信息走廊建设，向发展中国家开放中国空间设施资源，在亚太空间合作组织、金砖国家、上海合作组织等框架下积极开展空间合作。

三、看法和建议

中方认为，外空安全关乎全人类共同安全和福祉。外空理应成为国际合作共赢的新疆域，而非大国竞争角力的新战场。国际社会应抵制外空战场化行为，避免因军备竞赛或军事活动而制造紧张气氛、增加国家间误判风险。本着上述目的，中方提出以下建议：

（一）应坚持和平利用外空，防止外空军备竞赛。秉承共同、综合、合作、可持续的全球安全观，以对话协商方式和平解决分歧争端，在外空领域努力构建人类命运共同体。

（二）空间能力最强的国家在维护外空和平与安全方面负有主要责任。中方呼吁该国认同“太空战打不赢也打不得”，支持会谈会尽快谈判达成外空军控条约，停止将外空视为“作战疆域”，停止加剧外空武器化、战场化的行为。

（三）应尊重各国平等、非歧视地参与外空安全治理的权利，本着公开、透明、平等、自愿的原则开展信息交流及技术合作。不能出于意识形态偏见和通过泛化国家安全概念，对别国发展空间技术、从事和平利用外空活动设置障碍，更不能动辄利用国内法对别国进行违反国际法的单边制裁。

(四) 应支持联合国在外空国际治理中发挥主导作用, 努力推动新建立的联合国“防止外空军备竞赛”政府专家组取得积极成果。

(五) 应切实履行《外空条约》义务, 对本国商业航天公司加强监管, 防止商业公司的活动对各国造成安全威胁、加剧外空武器化风险。

中国要求秘书长先生在根据 2022 年 12 月 30 日通过的联大 77/251 号决议第 11 执行段起草实质性报告时, 充分考虑和反映中方立场, 并将本文件作为报告附件。

(Unofficial Translation)

China's Views on Transparency and Confidence-Building Measures in Outer Space Activities

I. China's Positions on TCBMs

China supports the resolution on *Transparency and Confidence-Building Measures in Outer Space Activities* adopted by the General Assembly of United Nations at its 77th session (A/RES/77/251).

China attaches high importance to transparency and confidence-building measures in space activities, and has been an active participant in relevant UN work. China has always co-sponsored the UNGA resolutions on *Transparency and Confidence-Building Measures in Space Activities*, participated in the Group of Governmental Experts (GGE) on Transparency and Confidence-Building Measures (TCBMs) in Outer Space Activities from 2012 to 2013 and promoted the conclusion of the GGE's final report. China's efforts have made positive contributions to peace, security and long-term sustainability of outer space.

While outer space is regarded as a new battlefield with the increasing trend of weaponization, China believes that appropriate TCBMs in space activities taken by countries are conducive to enhancing mutual trust, reducing miscalculation, regulating outer

space activities and promoting the peaceful use of outer space, maintaining outer space security, and thus to some extent are conducive to the prevention of weaponization of space. The most important TCBM is the commitment not to place any weapons in space, and not to use or threaten to use force against space objects. However, non-legally-binding TCBMs could not solve the loopholes in existing international legal instruments on outer space. Such measures could be complementary to an international legal instrument on preventing the weaponization of and an arms race in outer space. However, they should never replace the negotiation of a legal instrument.

China believes that, unlike the discussions on TCBMs in outer space activities, the concept of *Norms, Rules and Principles of Responsible Behaviors* initiated by certain countries is very subjective and selective. In particular, the binary distinction simply between responsible and irresponsible behaviors which is the core of such a concept bears a critical flaw in logic, and therefore cannot fundamentally prevent the weaponization of and an arms race in outer space.

China believes that the best way to prevent an arms race in outer space is to negotiate and conclude a new international legal instrument. For many years, China and the Russian Federation, along with many other countries, actively promoted the negotiation of a treaty on preventing the weaponization of outer space in the Conference on Disarmament (CD). China and Russia jointly submitted the draft

Treaty on the Prevention of the Placement of Weapons in Outer Space, the Threat or Use of Force against Outer Space Objects (PPWT,CD/1839) to CD in 2008, and submitted an updated version (CD/1985) of the draft in 2014. In 2018, as proposed by China and Russia, the UN established the GGE on Prevention of an Arms Race in Outer Space (PAROS), and had an in-depth and substantive discussion on elements of an international legally-binding instrument on outer space arms control. Regrettably, the GGE failed to adopt a substantive report due to the blockade by one certain country. According to the resolution on *Further Practical Measures for the Prevention of an Arms Race in Outer Space* (A/RES/77/250) adopted by the UNGA at its 77th session, this year the UN will re-establish the GGE on PAROS to consider and make recommendations on substantial elements of a legally-binding instrument on outer space arms control. China hopes the CD will commence the negotiation process based on the outcomes of the two GGE as early as possible.

China noticed that some countries have carried out cooperation of space situational awareness (SAA) based on bilateral or multilateral mechanisms in order to increase transparency, enhance mutual trust and reduce the risks of miscalculation. China supports cooperation and exchanges on space surveillance and situation awareness, and we believe such cooperation should follow the principles of openness, transparency, and equality and be conducted on a voluntary basis.

Countries should carry out data sharing and verification at multilateral platforms including the UN, thus preventing related data

from being monopolized by certain superpower or being used for military purposes such as counter-space capability tests or exercises.

China believes that all countries enjoy the right to the peaceful use of outer space, and to participate in outer space security governance on an equal and non-discriminatory basis. China has noticed with regret that one certain country still sticks to the cold war mentality and unilateralism, continuously takes measures to impose technical blockades and sanctions on other countries, obstruct or even interrupt personnel and technology exchanges and dialogues. Such actions will amplify the divergences, intensify existing disputes and contradictions, which is not conducive to peaceful uses of outer space especially for developing countries, and are contrary to the goal of maintaining peace and security in outer space.

China believes commercial space companies have played a certain role in promoting scientific and technological progress and improving public facilities and services. Meanwhile, commercial space companies have also created new challenges. The expansion of the low-earth orbit (LEO) mega-constellation which is not conducive to the peaceful uses of outer space, has greatly squeezed the launch windows of various states' space activities, increased the risk of collisions between satellites and spacecrafts, and even threatened the security of space stations and astronauts. Another concern is that some commercial space companies are involved in armed conflicts. According to the *Outer Space Treaty*, States should bear international responsibility for their commercial space companies' outer space

activities, ensure that these activities are carried out in conformity with the *Outer Space Treaty*, and supervise these activities continuously. China requests that related countries should fulfill their obligations under the *Outer Space Treaty* in real earnest and ensure that their commercial space companies' activities are consistent with the principle of peaceful uses of outer space.

II. Transparency and Confidence-Building Measures Adopted by China

China has consistently advocated for the peaceful use of outer space, firmly opposed the weaponization of and arms race in outer space. China has implemented a series of transparency and confidence-building measures to maintain peace, security and long-term sustainability in outer space.

1. China's space policy has always been transparent. China has issued several white papers including *China's Space Activities*, *China's National Defense in the New Era* and *China's Beidou Navigation Satellite System in the New Era*. In these papers, China reiterated its position on peaceful use of outer space, and its opposition to the weaponization of and an arms race in outer space, and elaborated in detail the purposes and principles of its space activities and major tasks. China is drafting the *Space Law* to provide comprehensive legal norms for domestic space activities.

2. China has actively participates in UN activities. It actively took part in the process of UN *Long-term Sustainability of Outer Space*

Activities and promoted the conclusion of the *Guidelines for the Long-term Sustainability of Outer Space Activities*. China has co-sponsored the UNGA resolutions on *No first placement of weapons in outer space* and *Further practical measures for the prevention of an arms race in outer space* every year, proposed the UN to establish the Group of Government Experts on PAROS. China also constructively participated the OEWG on *Reducing Space Threats through Norms, Rules and Principles of Responsible Behaviors* and submitted working papers on China's position and views.

3. China has faithfully implemented the obligation of registering the information of objects launched into space. China acceded to the *Convention on Registration of Objects Launched into Outer Space* in December, 1988 and registered the information accordingly. Since 2016, China has registered the information of 481 objects, including 99 in 2022 alone. To improve domestic regulation and supervision, China has issued *Provisions and Procedures for Registration of Space Objects, the Interim Measures on the Administration of Permits for Civil Space Launch Projects* and *Notice on Promoting the Systematic and Orderly Development of Commercial Carrier Rockets*.

4. China has released relevant information in a timely manner. China attaches high importance to space debris issue. As an active participant in the work of COPUOS and IADC, China has played a positive role in formulating relevant international norms. In the meantime, China has made its due contribution to the international efforts by issuing *Administrative Measures for Space Debris Mitigation and Space Craft Protection* and *National Standards for the*

Requirements for Space Debris Mitigation. China has maintained regular bilateral exchanges on space debris, satellite collision avoidance and other issues. Since 2014, China has successfully handled more than 60 spacecraft collision avoidance events, including 32 events in 2022 alone.

For major space activities such as manned space and lunar exploration, China has released relevant information through the press or coordinated with relevant countries or international organizations in a timely manner. The TLE orbital parameters of the China Space Station have been posted and updated on the Official Website of China Manned Space (www.cmse.gov.cn). China has also promptly informed the international community about the re-entry information of the debris of the Long March 5B launch vehicle, and Tiangong 1 and 2 space labs. In 2023, China and Philippines signed a Joint Statement, in which both sides expressed willingness to establish an information notification system on rocket launches and work on procedures for the retrieval and return of space debris.

China National Space Administration submitted the *Safety Practices of Space Nuclear Power Sources in China* to UN in 2016 and briefed the use of nuclear power sources in the operation of Chang'e 4 in 2018. Such activities reflects that China has attached great importance to safe use of nuclear power sources in outer space as well as transparency.

5. China has actively participated international cooperation. Since 2013, China has signed more than 150 space cooperation

agreements or MOU with 43 countries and 6 international organizations. It has provided 26 space launching services for 19 countries or organizations including Brazil and Indonesia, and made an effort to increase the Beidou system's global service capacity. Officials and experts from more than 20 countries including the UK, Egypt and Saudi Arabia, as well as the Asia-Pacific Space Cooperation Organization (APSCO) have visited Chinese space launch sites and aerospace control centers for more than 30 times. Astronauts from Russia, Italy and officials from Europe Space Agency have visited the Scientific Research and Training Center for Chinese Astronauts several times and exchanged views with their Chinese counterparts.

Moreover, China has pressed ahead with the construction of a Space Information Corridor under the *Belt and Road Initiative*, opened China's space facilities to developing countries and carried out space cooperation under the frameworks including the APSCO, BRICS and SCO (Shanghai Cooperation Organization).

III. Views and Recommendations

China believes that outer space bears on the common security and well-being of all humankind and should become a new area for international cooperation rather than a new battlefield of competition or even confrontation. The international community should reject militarization of outer space, and avoid creating an atmosphere of tension or increasing the risk of miscalculation by an arms race or military activities. Bearing with these objectives, China would like to

propose the following suggestions:

1. All States should stay committed to the peaceful use of outer space and prevent an arms race in outer space. States should uphold a vision of common, comprehensive, cooperative and sustainable security, address differences and disputes through dialogue or consultation in a peaceful manner, and strive to build a community of shared future for mankind in outer space.

2. The State with the most advanced space capabilities bears a special responsibility. China calls upon this state to embrace the idea that a space war could never be won and must never be fought, support the CD to negotiate a legally-binding instrument at an early date, not to declare outer space as a “war-fighting domain” and stop accelerating the weaponization of outer space or turning space into a new battlefield.

3. All States have the right to participate in outer space security governance on an equal and non-discriminated basis, and such a right should be fully respected. All States should carry out information exchanges and technical cooperation in open, transparent and equal manner and on a voluntary basis. No State has the right to obstruct other States' space technology development and peaceful uses of outer space, or even resort to illegal unilateral sanctions against other states by invoking domestic law, simply due to ideological bias or national security interest.

4. All States should support the UN in playing a leading role in

outer space governance and work for positive results of the UN GGE on PAROS.

5. States should earnestly implement their obligations under the *Outer Space Treaty* and strengthen supervision to the commercial space companies so as to prevent the companies' activities from posing security threats to all states or increasing the risk of the weaponization of outer space.

China kindly requests the Secretary-General to fully take into account and reflect China's position in his substantive report pursuant to OP11 of the UNGA resolution 77/251 of 30 December 2022 and include this document as an annex to his report.