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**Committee on the Peaceful
Uses of Outer Space**
Sixty-sixth session
Vienna, 31 May–9 June 2023
Item 6 of the provisional agenda*
**Report of the Scientific and Technical
Subcommittee on its sixtieth session**

**A practical and inclusive approach to identifying and
studying challenges and considering possible new guidelines**

**Conference room paper by Canada, France, Germany, Italy,
Japan, Luxembourg, New Zealand, United Kingdom of Great
Britain and Northern Ireland and United States of America**

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* [A/AC.105/L.333](#).



United Nations
Committee on the Peaceful Uses of Outer Space
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Conference Room Paper

A practical and inclusive approach to identifying and studying challenges and considering possible new guidelines.

Paper Submitted by: Canada, France, Germany, Italy, Japan, Luxembourg, New Zealand, United Kingdom, United States of America.

1. Following a decade of discussions, the 2019 adoption of the 21 Guidelines on the Long-Term Sustainability of Outer Space Activities was an important milestone in the work of the Committee on the Peaceful Uses of Outer Space. The 21 Guidelines contain important recommendations for States on a variety of issues such as safety of space operations, research and development, international cooperation, capacity-building, and national policy and regulation. We now have a comprehensive set of Guidelines that offer practical steps to enhance the sustainability of outer space activities.

2. In order to continue this important work, the Committee agreed to form a new Working Group, or “LTS 2.0.” The terms of reference (A/AC.105/1258, annex II, appendix) of this new working group state that it will produce a report that contains multiple elements, including, inter alia:

- information on identification and study of challenges;
- experiences, practices and lessons learned from voluntary implementation; and,
- information and recommendations for capacity-building as well as future activities and work by the Subcommittee.

3. To accomplish this task, this group has convened, and will continue to convene, to:

- identify and compare implementation practices;
- encourage spacefaring nations to incorporate LTS guidelines into the development of new programs;
- encourage spacefaring nations to review existing programs to determine how to apply the LTS guidelines;
- identify and discuss common policy, regulatory, or operational challenges;
- compile concrete challenges that the fast-changing orbital environment poses to the safety and long-term sustainability of space operations; and,
- advance multilateral, regional and bilateral capacity-building actions to increase awareness and implementation.

4. These elements are interconnected, and ongoing implementation of the existing guidelines and capacity building efforts could reveal common challenges in areas not previously considered by the Working Group. As we have seen in discussions during the recent sessions

of the LTS 2.0 Working Group, the Guidelines are multi-faceted, and many Member States have described different approaches towards implementation. Therefore, continued information sharing on implementation may highlight two types of challenges:

1. Areas where Guidelines exist but there are issues, questions, or differing views regarding their application (e.g., registration of space objects); and,
2. New areas, issues, or themes that are not adequately addressed within the existing guidelines.

5. An open and inclusive dialogue on implementation experiences, with these two issues in mind, would highlight the challenges faced by some States and facilitate discussions on how others may have addressed these concerns. This dialogue and the Working Group's efforts should progress and complement the decades-long work of "LTS 1.0," rather than duplicate the efforts of, and erode the consensus achieved by, the first LTS working group. Consideration of possible new areas for guideline development should be informed by the consideration and understanding of our implementation experiences, which may reveal shared challenges or experiences that could lead to suggestions for considering possible new guidelines and recommendations for future work. This could be captured and appear in the final report of the Working Group.

6. We stress the importance of ensuring that consideration of possible areas for new guidelines does not disrupt the balanced dialogue on all three elements of the Working Group's method of work and the consensus-based workplan, which does not provide a basis for negotiation of additional guidelines beyond the ones adopted in 2019. Discussions within the Working Group should give "equal importance and equitable amount of time to each of the three elements of the guiding framework." As the Working Group approaches the halfway point of its workplan, we must consider how to report on findings in a practical and balanced fashion that must be guided by the agreed upon terms of reference.

7. One potential method for compiling information on recommendations for consideration of possible areas of new guidelines within the final report would be to include an overview of thematic or conceptual "areas" or "topics" related to considering possible new guidelines. This section could include details on guideline implementation challenges and proposals about how to address them, as well as new areas of concern for consideration. These areas of challenges and concerns should focus on safety and sustainability as to remain within COPUOS's mandate. A compilation of potential thematic areas for new guidelines reflective of the discussion during the LTS 2.0 working group could then be brought forward as recommendations on future activities and work within the final report.

8. This compilation should not seek to address the specific draft text of possible new guidelines, but rather focus on lessons learned from the implementation of the existing guidelines. Negotiating consensus text would require significant time and effort that would detract from other crucial elements of the Working Group. A more flexible approach could pave the way for both developing capacity building initiatives and identifying topics for possible new guidelines for further consideration by the Working Group. If the Subcommittee decides that developing new guidelines is an appropriate way forward, a future Working Group could be established with a terms of reference, methods of work, and workplan tailored to address consideration of these possible new areas for guidelines.

9. The LTS 2.0 Working Group contains representatives from a diverse array of space-faring nations. Past sessions featured positive, constructive and informative discussions on the rapid

evolution of space activities. We encourage all members to actively participate and share their views to advance these dynamic and constructive discussions.