# Contents

#### Summary 1

#### General Findings 2

- Lack of Consensus on U.S. Space Policy Goals
- Living Within Severe Budget Constraints
- Government Demand Dominates the Space Transportation Market 3
- Current Capabilities Can Meet National Security Requirements 4
- Competing Interests Make Common Strategy Difficult 4

#### **Issues for Congress 4**

- Fundamental Objective #1: Space Transportation
  Funding and the Division of Responsibilities 4
  - ► **Issue 1a:** Divided responsibility and interagency coordination **6**
  - ▶ **Issue 1b:** Potential conflicts and redundancies 6
  - ▶ **Issue 1c:** HLVs drive the EELV program 7
  - ▶ **Issue 1d:** RLV development **7**
  - ▶ Issue 1e: SSTO? 8
  - ▶ Issue 1f: Space Shuttle—beyond 2000 8
- Fundamental Objective #2: U.S. Use of Foreign Launch Systems and Components
  - ► **Issue 2a:** The use of foreign launch technology 9
  - ► Issue 2b: International trade in launch services 10
  - ► Issue 2c: Technology transfer and foreign policy objectives 12
- Fundamental Objective #3: The Use of Excess Ballistic Missiles 12
  - ► Issue 3a: Unfair competition or market creation? 13
  - ► Issue 3b: Russian excess ballistic missiles 13
- Fundamental Objective #4: The Private Sector
  Role in Space Transportation Decisionmaking
  - ► **Issue 4a:** Will the estimated market support policy goals? 14







- ► **Issue 4b:** The nature of the government-industry space transportation partnership 14
- ► **Issue 4c:** Risk management—striking the proper balance 15
- ▶ Issue 4d: Infrastructure 15
- ▶ Issue 4e: Accommodating commercial needs 16
- Additional Issues for Congress 16
  - ► **Issue 5:** Preservation of long-range ballistic missile capabilities 16
  - ▶ **Issue 6:** The invisible lower industrial tiers 16

#### **Critical Decision Points** 17

## The National Space Transportation Policy: Issues for Congress 19

#### **Introduction 19**

- The U.S. Space Transportation Technology and Industrial Base 21
- The National Space Transportation Policy and Its Implementation Plans
   25

### Meeting the Fundamental Objectives of the Policy 26

- Fundamental Objective #1: Space Transportation
  Funding and the Division of Responsibilities 26
  - ▶ DOD 27
  - ▶ NASA 31
  - ▶ Issues for Congress 42

**Issue 1a:** Divided responsibility and inter-agency coordination 43

**Issue 1b:** Potential conflicts and redundancies 44

**Issue 1c:** HLVs drive the EELV program 48

Issue 1d: RLV development 49

Issue 1e: SSTO? 51

**Issue 1f:** Space Shuttle—beyond 2000 **55** 

- Fundamental Objective #2: U.S. Use of Foreign Launch Systems and Components 56
  - ▶ Incorporating Foreign Technology into U.S. Launch Systems 58
  - ▶ U.S. Government Use of Foreign Launch Systems 59
  - ► International Trade in Launch Services 62
  - ▶ Issues for Congress 69

**Issue 2a:** Effects of the use of foreign launch technologies on the U.S. aerospace industrial base 69





Issue 2b: The ground rules for international trade in launch services 71Issue 2c: Controlling technology transfer and

Issue 2c: Controlling technology transfer and other foreign policy objectives 73

- Fundamental Objective #3: The Use of Excess Ballistic Missiles 74
  - ▶ Background 75
  - ▶ Issues for Congress 77

**Issue 3a:** Unfair competition or market creation? **77** 

**Issue 3b:** Russian excess ballistic missiles **80** 

- Fundamental Objective #4: The Private Sector Role in Space Transportation Decisionmaking 81
  - ▶ Government-Industry Goals and Policy 82
  - ▶ The Implementation Plans 83
  - ▶ Issues for Congress 87

**Issue 4a:** Will the estimated market support policy goals? **87** 

**Issue 4b:** The government-industry relationship **95** 

**Issue 4c:** Risk management—striking the proper balance 99

**Issue 4d:** Launch operations and infrastructure **101** 

**Issue 4e:** Accommodating commercial needs 103

Additional Issues for Congress 104

**Issue 5:** Preservation of long-range ballistic missile capabilities 104

**Issue 6:** The invisible lower industrial tiers 106

### Appendix: Clinton Administration Policy Statement and Fact Sheet 107



