



THE PROBLEM OF DEFINITION TERM THE COMMERCIALIZATION OF OUTER SPACE IN USA: HISTORIOGRAPHICAL ASPECT



LIUDMILA ZHURAVLYOVA
*Teacher of National Pedagogical
Dragomanov University
(Ukraine, Kiev)*
E-mail: zhuravleva198@gmail.com

INTRODUCTION

For more than fifty years, space has proven its military-strategic, political, socially economic and scientific importance. Creation of national space agencies, scientific-research institutes and international space organizations have become an important trigger of development of technical potential and industrial infrastructures in different countries of the world. As a result of the process of space development, one of the most profitable branches of contemporary world domestic economy and global commercial space market appeared [1, წ. 17]. Today, commercial utilization of space is one of the important factors of progressive development of economy, natural resources, telecommunications and other areas of human activity.

TEXT BODY

By virtue of space branch specifics, its achievements are the result not only of natural economic development, but are the consequence of purposeful policy of space countries, the leader among which is the USA. The United States of America is among the first countries that started putting the stress on the commercial part of space utilization. The implementation of space programs of this country obviously had a commercial part from the beginning. Because the subcontractors of the majority of NASA space projects were private companies: Lockheed Martin, Boeing, Nosrop Groomen corporation and others [12, p. 43]. Thus, space activity of the American state from the beginning gave the commercial effect for private segment and the mediocre effect for the industrial and economic USA development. The second aspect of commercial expediency of space utilization was the formation of state space infrastruc-

SUMMARY

In this research the process of formation the concept «commercialization of space» among the american, russian and ukrainian researchers history of space exploration by the United States is examining. It is based on comparative analysis and synthesis, critical analysis of sources, and problem–chronological method of scientific research. The author tries to determine the objectivity approaches of different scientists to the understanding of the term «commercialization of space», in accordance with the official legal acts the U.S. government. It argues that the problem of definition the essence of the concept «commercialization of space» was interpreted differently among researchers in connection with the lack of a clear definition of this term in official American documents concerning space policy. Based on the Presidential Directive «U.S. Space Policy» 2010, by Obama, author gave the characteristics of concept «commercialization of space».

Key words: commercialization of space, U.S. space policy, space business, subjects of space activity.



ture, the use of which, to some or other extent, was available for private structures.

Active utilization of space by private enterprises as one of the tasks of the US space policy was present in the programs of all the presidents starting with D. Eisenhower. Each presidential administration that came to the White House claimed that the government has to promote the development of policy directed to the stimulation of private companies in the area of commercial utilization of space. The proof of that can be found if we analyze the purposes and principles of space policy of US presidents of the second half of the XX century [5]. The general name of this policy became a concept known as «space commercialization», the specific aims and tasks of which have been changed according to specific historical conditions. The level of realization of this concept was determined by two important factors: military-strategic importance of the branch in the «cold war» conditions, which foresaw hard regulation of space activity by the state, and the level of scientific-technological revolution development in the area of the civil technologies, that required space involvement.

Eventually, during R. Reagan's period, «space commercialization» gained the status of a separate course of the US space programs. However, disregarding the fact that the word combination «space commercialization» nowadays has become a peculiar cliché of political and economic language, among scientists who are the researchers of space policy, there is an absence of unanimity on the issue of clear determination of the essence of this course and interpretation of the term «commercialization». For a large scientific society, the understanding of the course oriented to commercialization refers to the term «commercial activity», which foresees wide submission of such activity to the goals of receiving an income [4, c. 151].

To our point of view, this vision significantly limits the opportunities of objective evaluation of the US space policy on contemporary stage. It stipulates the relevancy and applied expediency of turning to the problem of informative filling and complex definition of the term «commercialization» in the context of the US space policy. The aim of this article is to analyze the existing in historical approaches to the interpretation of the term «space commercialization» and determine their objectivity according to the official, legal, and regulatory acts of the US power.

The end of the 80's became a period of final direction of the course to «space commercialization» as a purposeful policy of presidential administrations. Space policy, starting with R. Reagan, both in conceptual dimension and in practical realization proved that this course had gained established character. In the same period a

considerable interest to the research of the problem of commercial utilization of space by private companies appears among scientists. The study of this phenomenon and first tries of interpretation of the term «space commercialization» appeared among American and West-European scientists.

In 1992 American researcher St. Doyle, analyzing the legal aspects of «space commercialization», tries, first of all, to find an answer to the question: «What can be called space business?». And he quotes the first Director General of European Space Agency, Roy Gibson: «I believe any operation qualifies as space business where somebody makes, or tries to make, a profit from a series of operations which at some stage use satellites launchers or the associated ground segment» [9, p. 127]. Having done a revision of this thought, St. Doyle comes to the conclusion, that commercial uses of outer space is activities extend from design, development and manufacturing of satellites, launch vehicles, Earth stations, and other ground support equipment, components of these products, and consulting and engineering services to support them, to the operation of launch systems and spacecraft, to provide products and services for government, businesses, or the using public.

After a year in this course, another work appears that partially supported the opinion of Roy Gibson. H. Traa-Engelman also foresaw the most significant feature of concepts «commercial» and «commercialization» to receive incomes or, at least, to provide a wise output from investments as their main goal [15, p. 20]. In this case the commercial utilization of space and commercialization were identical, including the possibility of receiving an income from commercial space activity both for private organizations and federal departments of government.

Thus, in American historical science arose a sentiment that subjects of commercial space activity are both private companies and a state. By the end of 90's, this thesis established itself in the works of American scientists, who researched the aspect of commercialization of space launchings [8, p. 212]. This direction of space market from the very beginning of space era had the most developed infrastructure. As 90's excelled by the active growth of demand for satellite connection, the demand for launching of space objects on the orbit appeared as well, that could not help causing the interest among researchers of the US space policy.

In contrast to the previous opinion, by the end of 90's, Kay D.W. the term «commercialization of space» defined as governmental policy called specifically even during the Reagan presidency for «a climate conducive to expanded private sector investment and involvement in space activities». From this time forward, references



to space business and private sector involvement and investment would be a standard part of any official pronouncements on space policy. He also pointed out that President Bush was determined to continue the Reagan-inspired approach to space commercialization [13, p.243].

By the 90's, American and West-European scientists based in their definition of «space commercialization» concept on the criteria of profitability of the branch (as it was typical for other areas of economic). However, because space specifics is an unusual economic area, some contradictions concerning the subjects of commercialization appeared.

In Ukraine, scientists became interested in space commercialization in the beginning of 2000's. The first try to analyze commercial space projects was the dissertation of Ukrainian researcher S. Negoda – «Legal regulation of international commercial space projects» [2], he focused a lot in his work on the US commercial space programs. Though the work studied the legal aspect of commercial utilization of space and was directed to research international space law, it contained valuable information about definition of the concepts «space activity» and «international commercial space projects». Having done the analyses of American, Ukrainian and international law system, S. Negoda came to the conclusion, that international commercial space projects is an oriented to receive incomes complex of organizational, legal, scientifically-technical and industrial measures, that are done by the subjects of space activity, which are states, international companies and non-state legal entities [2, c. 26]. The term «commercialization» is not revealed in the dissertation.

In 2001, the Ukrainian historian D. Proshyn tried to fully research the American space policy of R. Reagan. His work was summarizing the USA space policy in the 80's, but the fourth chapter was dedicated to the political contradictions of R. Reagan's program of privatization of space equipment. He states here that, according to the American National Academy of Public Administration, privatization is the result of «political decision to involve private sector in executing some functions, not depending whether it is justified economically». At the same time, «commercialization» is defined as «voluntary entry of private sector to the new field of activity, after which only market forces influence the manufactured products, services, that are given, and their cost» [3, c. 102].

Meanwhile in Russia, the wording «space commercialization» starts to appear more often in the works of researchers-Americanists and politicians. Soviet-Russian historian S. Khozin, who researched actively space issues yet from the 60's, made a significant contribution

to the study of space history of the USA and USSR. In particular, in 1987 in his work «The USA: Space and Politics,» [5] he thoroughly analyzed strategic tasks and main principals of the US space policy from D. Eisenhower to R. Reagan inclusively. In that work, the issue of space commercialization wasn't brought up because of the focus on the opposition of the USSR and USA in space during the «cold war». However, in 2001, the problem reflected in his new work [6]. S. Khozin regarded the issue about economic effect from commercial utilization of space. Clearly, that criteria of expediency and profitability of space projects play the leading role both for the government, which tries to shift a part of financial burden to private companies, and for space business, the main goal of which is receiving an income. In the opinion of Russian historian S. Khozin, economic expediency after the end of «cold war» was one of the out-of-turn in its importance reasons of national and international space programs, but the profitability of investment in space projects consists of several parts, to provide an optimal combination of which mostly can the national space program, than one space project of a private corporation. In this vein, by «space programs commercialization,» S. Khozin meant «transfer of some kinds of space equipment, made within national space program using the funds from federal budget, to the use of customers, who need space products and services» [6, № 382].

In the USA in the 2000's, the concept of «space commercialization» was already significantly evolved. The W. D. Kay's opinion about «space commercialization», as a specific state policy of space management [13, p. 240], not only received support, - an issue about expediency of the government participation in private sector involvement into space commercialization arose. J. A. Vedda argued that the government stopped its efforts in the field of peaceful uses of outer space (except for Basic Sciences) and allowed a more efficient market economy to regulate this industry. However, it is also considered unrealistic assumption that the government refuses to fully control the commercial space [16, p. 226-227].

H. Martin and G. Olson from NASA, on the contrary, emphasized the need of proceedings of a purposeful state policy on «space commercialization», the name of their research confirms that – «Commercialization as a necessary condition of constant development and progress of space» [17].

They reiterated the view that indeed, depending upon the perspective, this term and its viable applicability to the space enterprise has many differences in meaning, interpretation, implementation, and acceptability. The authors themselves give this definition: commercializa-



tion is defined as the use of equipment sent into or through space to provide goods or services of commercial value, either by a corporation or government in a climate conducive to expanded private sector investment and involvement in space activities [17].

In the same period, the criterion of profitability and economic effectiveness as one of the main characteristics in the concept of space commercialization, finally was fixed among the researchers of the US space policy. Lieutenant Colonel of Air Force Academy in Colorado M. Gleason expresses his opinion on this issue: «Commercial space refers to space activities privately financed and operated by commercial interests to make a profit. Government funded space activities are no longer dominate in space» [12, p. 40].

As we see from the statements above, the «space commercialization» concept is different between American, Ukrainian and Soviet-Russian scientists. The difference of these views in definition of the essence of the same phenomenon emphasizes again the diversity of this concept and necessity of its research. Another reason for lack of the clearance and extension in formulation is that for a long time, there was no definition of «space commercialization» in official government documents». Referring to the primary sources of space policy – guidelines of presidents «National Space Policy» [14; 18 – 21], we can notice, that starting with R. Reagan and to B. Obama in presidential guidelines the meaning of «a space product or service is «commercially available» if it is currently offered commercially, or if it could be supplied commercially in response to a government procurement request» was the only common thing. It caused a variety of principal divergences concerning the subjects of commercialization.

Only in 2010, acting president B. Obama, in his guideline regarding space policy, gave for the first time a clear definition of the term «commercial» concerning indicated policy, which «is used regarding space products, services or activity, that is given by the enterprise of private sector, that have the acceptable extent of investment risk and are responsible for this activity; they work according to the typical market stimulus for the management of expenses and for optimization of output from investments; they have a capacity to offer these products or services to existing or potential non-government customers» [21]. In our opinion, it was not only and not so much the evolution of views, but crystallization of understanding the course to space commercialization. Apparently, in such circumstances, only deep research of specific measures as to realization of program principles allows to reveal the meaning of this phenomenon

Analyzing the government interpretation of «space

commercialization» above, it becomes clear that the vision of this concept of the majority of scientists does not coincide with this one. In St. Doyle's version it was not clarified which subjects provide with commercial space services. At the same time, he admits that such products or services can be given both by government and private companies [9, p. 127], which contradicts B. Obama's definition. Perhaps it can be explained by the fact that in the beginning of 90's, private space sector was still very dependent on government subsidies and spaceports. Simultaneously, the majority of giant-companies of space industry grew just by state orders (Lockheed Martin, General Dynamics etc.).

Further definitions were larger and included the sale by companies of space products and providing with services the customer not depending that the satellite system was the property of government, which could receive income from commercial utilization of space. Having defined the essence of the «commercialization» concept in its main goal – receiving an income, H. Traa-Engelman [15, p.20], however, did not draw the line between profit for business and profit for the government, which differ fundamentally, because the government can not receive a profit; it receives an income. Besides, the main task of the state in this direction was to promote the private companies' development in space branch, not to receive direct incomes. In this case, the subject of commercialization can be only in the private sector, and that clearly does not conform with reality. H. Traa-Engelman also emphasized that international organizations and states continue to play a central role in commercial space as implementers of space policy, investors or customers of space products and services. Participation in commercial space activity of private sector depends on political and economic reality of the country, that privatizes its space industry. For instance, participation of private sector in space activity in China is impossible, in the country that is one of the biggest provider of commercial services in world space market. At the same time, commercialization of one sector or another of industry automatically involves private sector in the countries with market economy, to which the USA belongs, where the economic effect of the course is connected with private investments [15, p. 203].

Professor Frans von der Dunk from Lincoln University of Nebraska thinks, that state and private interests in space activity do not necessarily contradict each other [10, ծ. 2]. Nowadays there are a lot of examples of cooperation of the US government and private companies in space commercial activity (for instance, «COM-SAT» company, which became the first commercial organization in the USA and did satellite connection, and then took a direct part in the creation of international



consortium «Intelsat»).

W.D.Kay by «commercialization» understood first of all as government policies aimed at promoting private sector investment and its participation in space activities [13, p. 240]. The supporters of such views were J. Olson and G. Martin, who allotted the leading role to the state in the process of stimulations of private investments to space. At the same time they supported the opinion that the goods and services produced as a result of the commercialization of space may be offered both to government and to private sector[17].

Despite the tight connection between private space sector and the state, there are representatives who believe that commercial space activity is the activity where private companies, with their own funds and their own risk, provide space services and products first of all other private companies and customers, than the government ones. The supporter of the views of this kind is the American scientist J. A. Vedda, who indicates, that commercial activity in space become a large and rapidly growing area of activity where technological powers and marketing skills join forces in the quest for profitability. And referring to the guideline №3 form February 11, 1991 of National Space Council [11, p. 584], he stated, that space commerce is exemplified by the following characteristics: private capital is at risk in development and operations; there are existing or potential non-governmental customers; market forces, such as demand and competition, ultimately determine viability; and primary responsibility and management resides with the private sector [16, p. 202]. The author also gives his understanding of the definition «space commerce» and «space commercialization» as the provision of products or services by the private sectors which are directly dependent on a space segment. A space commerce venture can result from privatization

We can agree with the author partially because there are no doubts that the presence of market forces is a typical feature of commercial space activity, but the statement that commercial activity in space includes only private capital and non-government customers doesn't allow looking at the wider issue because the active presence of government is an irreplaceable element in space commercial activity. It concerns not only developed states, but the developing countries as well. In such countries, the government support of space business is the only institution that is able to stimulate active participation of private organizations for partaking in the work of national needs and interests.

Besides, J. A. Vedda connects space commercialization with privatization, not clearly dividing these two processes. Here we should understand that privatization of space activity means a transition of space products

and services from state property or control to completely private companies and exploitation of space equipment by these companies [7, p. 415]. Thus, commercialization and privatization of space are interrelated very tightly between each other, but are not the same meanings. Yes, space connection is the most commercialized and the most privatized branch of space activity, but states and international organizations continue to play the central part in commercial space as implementers of space policy and investors or customers of space products and services.

Ukrainian researcher D. Proshyn tries to study out the essence of «space commercialization and privatization as a voluntary entry of private sector to the new field of activity and as a result of the course to the shift of some functions to the private sector [3, c. 102]. In our opinion, these two formulations do not agree with reality because, firstly, both privatization and commercialization in space branch can not be done without political decision of the government; secondly, economic effectiveness, as we already indicated, always played an important role in implementation of space policy by the government of the USA; thirdly, according to the principle of voluntariness of entrepreneurial activity, nobody can involuntary involve private companies in space utilization. The only thing we can agree with is the circumstance that really after the space products are made, they are influenced by market forces, and that is absolutely obvious in the conditions of market economy.

The interpretation of S. Khozin is also narrow enough because the main goal of space commercialization is the involvement of private sector in space utilization, but not receiving an income to the state budget. Having compared the guidelines of presidents R. Reagan, G. Bush-senior, B. Clinton, G. Bush-junior and B. Obama, one can notice that commercial space policy puts the stimulation of private sector and creation of competitive markets in this area as its main goal [14, 18 – 21].

We also can not completely agree with the view that commercialization of space programs concern only the transfer of space equipment for utilization to private bodies. If commercialization was only the rent of space technologies, today there would not be such huge American satellite companies as «Globalstar», «Iridium», «Intelsat» and others, the investment of which is done to a greater extent by private companies. However, it's hard to agree that the main criterion of commercialization is the sources of space projects financing because the state takes part in investment of space business anyhow. It can be done with the help of direct federal subsidies or indirectly.

S. Negoda exposed the circle of subjects of space commercialization pretty successfully, to these subjects



he attributed: states, international organizations and private bodies, which all together coordinate their activity for successful commercial space utilization [2, c. 15]. In international-law context the commercial space utilization concept meant a system of industrial, scientific-constructional, organizational measures that were fulfilled by the subjects of space activity with commercial purpose. In this case for this activity concerning private companies the definition «profit receiving» is used, the state receives an income. For instance, the satellite system of navigation «GPS» that belongs to the Ministry of Defense of the USA, and direct services of which are free of charge, but side profit from the use of positioning system, among which is the profit as a tax from the purchase of navigational technique, providing with services cartographic, geodesic, transport, oil-extractive and other companies, bring a significant income to the government.

BRIEF CONCLUSION

Summing up all that was said above, concerning the understanding of the «space commercialization» concept, we can observe such tendencies among American researchers: 1) the criterion of profitability in the definition of «commercialization» concept became approved in the beginning of the 90's, but was finally fixed in the 2000's, as well as the criterion of investment risk; 2) if the 90's became a period of discussions on the determination of subjects of «space commercialization», the 2000's became a period of contradictions concerning the question about who plays the prevailing role in commercialization - government or free market; 3) during the 90's and the 2000's, scientists didn't reach agreement in the question who from the subjects of «space commercialization» is the customer of products and services produced as a result of this activity - state and

private companies or only private companies; 4) only with the issue in 2010 of presidential Guideline «Space Policy of the USA» of B. Obama [21], the meaning of the «commercialization» term concerning space activity in government understanding was clarified.

Concerning Ukrainian and Soviet-Russian historical opinion, the problem of definition of the essence of «space commercialization» concept wasn't completely revealed, because it was not the object of purposeful investigation. That is why we appeal to this problem and distinguish these typical peculiarities of «space commercialization»:

à) commercial utilization of space allows for the actions that are done by the subjects of space activity with the purpose of receiving a profit and is a component of space commercialization;

b) commercialization means a large use of commercial inceptions in economy and enlargement of commercial organizations quantity;

c) both the private and the public sectors receive an economic effect from space commercialization;

d) commercialization from the US government side meant the involvement of private sector in commercial utilization of space.

e) commercialization of space can be carried out by states, international organizations and private bodies, which all together coordinate their activity for successful commercial utilization of space;

That's why, on the basis of the analyses done, we can come to the conclusion that in historical context, **space commercialization** is a purposeful state policy that means the creation of favorable conditions for enlargement of market of commercially available products and services with the purpose of space industry development, and it also foresees wide use of commercial inceptions in economy.



NOTES

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აშშ-ს მიერ კოსმოსის კომერციალიზაციის სწავლის პრობლემის შესახებ: ისტორიოგრაფიული ასპექტი

ლიუდმილა ჟურავლიოვა

**მ.გ. დრაგომანოვის სახელობის ეროვნული პედაგოგიური
უნივერსიტეტის მასწავლებელი
(ქ. კიევი, უკრაინა)**

E-mail: zhuravleva98@gmail.com

რეზიუმე

ნაშრომში განხილულია ამერიკის შეერთებულ შტატებში კოსმოსის ათვისების ისტორიის ამერიკელი, რუსი და უკრაინელი მეცნიერების მიერ ცნების „კოსმოსის კომერციალიზაცია“ ფორმირების პროცესი. გამოყენებულია კომპარატიული ანალიზისა და სინთეზის, პრობლემურ-ქრონოლოგიური, წყაროების კრიტიკული ანალიზის მეცნიერული მეთოდები. ავტორი ცდილობს, აშშ-ს ხელისუფლების ოფიციალური ნორმატიულ-სამართლებრივი აქტების შესაბამისად, განმარტოს სხვადასხვა მეცნიერის მიერ ტერმინისადმი „კოსმოსის კომერციალიზაცია“ ობიექტური მიდგომა. დადგენილია, რომ ცნების „კოსმოსის კომერციალიზაცია“ არსის განმარტება არაერთგვაროვნად გამოიხატებოდა მეცნიერების მიერ ამ ტერმინის არაზუსტი დეფინიციის გამო იმ ამერიკულ ოფიციალურ წყაროებში, რომლებიც ეხებოდა აშშ-ს პოლიტიკას კოსმოსის სფეროში. ავტორი, ეყრდნობა რა ბ.ობამას 2010 წლის საპრეზიდენტო დირექტივას „აშშ-ს პოლიტიკა კოსმოსის სფეროში“, - გამოავლენს ცნების „კოსმოსის კომერციალიზაცია“ დამახასიათებელი თავისებურებები.

საკვანძო სიტყვები: კოსმოსის კომერციალიზაცია, აშშ-ს პოლიტიკა კოსმოსის სფეროში, კოსმოსური ბიზნესი, კოსმოსური საქმიანობის სუბიექტები.

К ПРОБЛЕМЕ ПОНЯТИЯ КОММЕРЦИАЛИЗАЦИИ КОСМОСА США: ИСТОРИОГРАФИЧЕСКИЙ АСПЕКТ

ЛЮДМИЛА ВИТАЛЬЕВНА ЖУРАВЛЕВА

**Преподаватель национального педагогического
университета им. М.Г. Драгоманова (Киев, Украина)**

E-mail: zhuravleva98@gmail.com

РЕЗЮМЕ

Рассматривается процесс формирования понятия «коммерциализация космоса» среди американских, российских и украинских исследователей истории освоения космоса Соединенными Штатами Америки. Используются научные методы компаративного анализа и синтеза, проблемно-хронологический, критического анализа источников. Автор пытается, в соответствии с официальными нормативно-правовыми актами власти США, определить объективность подходов различных ученых к пониманию ими термина «коммерциализация космоса». Выяснено, что проблема определения сущности понятия «коммерциализация космоса» трактовалась неодинаково среди исследователей из-за отсутствия четкой дефиниции этого термина в официальных американских источниках, касающихся космической политики США. На основе президентской Директивы «Космическая политика США» Б. Обамы 2010г., автор выводит характерные особенности понятия «коммерциализация космоса».

Ключевые слова: коммерциализация космоса, космическая политика США, космический бизнес, субъекты космической деятельности.