

The provided text below is a close English translation of the official Chinese document released by the **China National Space Administration (CNSA)** on November 25, 2025, titled:

“Action Plan of the China National Space Administration for Promoting High-Quality and Safe Development of Commercial Spaceflight (2025-2027)”

(in Chinese: 《国家航天局推进商业航天高质量安全发展行动计划（2025—2027年）》).

The official source is available on the CNSA website.

Notice on Issuing the “Action Plan of the China National Space Administration for Promoting High-Quality and Safe Development of Commercial Spaceflight (2025-2027)”

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To relevant departments (units) and commercial aerospace companies:

Commercial spaceflight is a vital force in promoting the development of the space industry and building a strong spacefaring nation. To implement the strategic plans of the CPC Central Committee and the State Council, and to further support, encourage, and regulate the high-quality and safe development of commercial spaceflight, the China National Space Administration has formulated the *Action Plan for Promoting the High-Quality and Safe Development of Commercial Spaceflight (2025-2027)*. This plan is hereby issued to you for your earnest implementation.

Action Plan for Promoting the High-Quality and Safe Development of Commercial Spaceflight (2025-2027)

I. General Requirements

Guided by Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era, and thoroughly implementing the spirit of the 20th CPC National Congress and the Second, Third, and Fourth Plenary Sessions of the 20th CPC Central Committee, we will fully, accurately, and comprehensively implement the new development philosophy, accelerate the construction of a new development pattern, adhere to high-quality development, combine an effective market with a capable government, and coordinate development and security.

We will incorporate commercial spaceflight into the overall national space development plan, create an open, transparent, fair, and just policy and regulatory environment, promote the optimization of resource allocation and the improvement of development efficiency, advance the supply-side structural reform of spaceflight, improve the industrial ecosystem, accelerate the formation of new high-quality productivity in spaceflight, achieve an overall improvement in the efficiency of spaceflight development, and strongly support the construction of a space power.

Uphold innovative thinking and enhance development momentum. Give full play to the leading role of commercial aerospace enterprises in innovation, promote the deep integration of technological and industrial innovation, and support and encourage exploratory and pioneering technological and business model innovation.

Uphold systemic thinking and promote industrial synergy. Give full play to the decisive role of the market in resource allocation, better leverage the role of the government, strengthen the systematic planning and layout of the entire industrial chain, promote the deep integration of the innovation chain, industrial chain, capital chain, and talent chain, promote industrial cooperation, and build a sound industrial ecosystem.

Uphold the rule of law and ensure safety and order. Improve the policy and regulatory system, create a favorable business environment, protect the rights and interests of commercial aerospace development, strengthen safety supervision and management, and promote high-quality development and high-level safety of commercial aerospace.

By 2027, the commercial aerospace industry ecosystem will be highly efficient and collaborative, scientific research and production will be safe and orderly, the industry scale will be significantly expanded, innovation and creativity will be significantly enhanced, resource capabilities will be integrated and efficiently utilized, industry governance capabilities will be significantly improved, and high-quality development of commercial aerospace will be basically achieved.

II. Key Measures

(a) Enhance the driving force of innovation and creativity

1. Competitive Openness of National Research Projects

Civil aerospace research programs and basic research projects will be opened to commercial aerospace entities. This will strengthen the strategic, forward-looking, and systematic layout of basic research in commercial aerospace, support the development of advanced technologies such as new concepts, new products, and low-cost technologies, and accelerate high-level scientific and technological self-reliance. The focus will be on cutting-edge and key technology areas such as advanced aerospace propulsion technology, advanced satellite platform and payload technology, and integrated communication, navigation, and remote sensing applications. Commercial aerospace entities will be encouraged to actively participate in the development and construction of civil aerospace engineering projects and major national projects.

2. Promote the commercial application of national technological achievements

Improve the intellectual property system, promote the establishment of a mechanism for the application of scientific and technological achievements formed by national investment to commercial aerospace entities, implement large-scale application demonstration actions for new technologies, new products, and new scenarios in commercial aerospace, explore diversified technical routes, and increase the construction and openness of application scenarios. Encourage local governments to build several advanced technology achievement transformation centers and service platforms, establish a mechanism for sharing scientific and technological achievements, provide preferential policies and financial support for the incubation and implementation of scientific and technological achievements in the aerospace field, promote the application of national aerospace scientific and technological achievements in the commercial aerospace field, and enhance the efficiency of national scientific and technological innovation.

3. Construct a space technology innovation platform

Promote the establishment of the China Commercial Space Promotion Association, encourage the rational flow of talent, and establish a collaborative innovation mechanism for industry-academia-research-application cooperation based on joint development, complementary advantages, shared results, and shared risks. Encourage local governments to establish technology innovation centers in key areas such as reusable rockets and intelligent satellites; build public technology platforms around key links such as intelligent manufacturing, assembly and testing, carry out common technology research and development and tackle major scientific and technological projects, support commercial space entities to accelerate technological iteration, and promote and drive the transformation of space research and production towards low cost and large scale.

(b) Make efficient use of capacity resources

4. Promote the open sharing of national scientific research and experimental facilities and equipment

Improve and refine policies for the tiered and categorized open sharing of major scientific research and experimental facilities and equipment, coordinate the relationship between an effective market and a capable government, build information service platforms based on industry advantages, make good use of fiscal subsidies for open sharing, and stimulate the enthusiasm and initiative of relevant units to carry out the open sharing of facilities and equipment. Under the premise of ensuring safe use, increase the open sharing of national civilian telemetry and control stations, receiving stations, calibration fields, authenticity verification fields, as well as large-scale experimental facilities and equipment such as rocket engine test stands and space environment test equipment to commercial aerospace entities.

5. Promote the integrated construction and utilization of ground infrastructure

Strengthen overall planning, optimize layout structure, and promote integration. Enhance the coordination of civilian and commercial needs in ground infrastructure construction, promote the demonstration and construction of public service support experimental facilities, encourage and support commercial aerospace enterprises to accelerate

the construction of a number of major pilot-scale platforms with strong industry-driving capabilities, regulate and guide the construction of infrastructure such as commercial aerospace launch tests, coordinate the construction of commercial aerospace launch sites, and promote the integrated development of national infrastructure and commercial infrastructure. Establish an equal and reasonable sharing and cooperation mechanism, support state-owned enterprises, universities, and research institutes in providing market-oriented pilot-scale services, encourage commercial aerospace facilities to participate in national aerospace engineering support and guarantee missions, and improve the utilization efficiency of ground infrastructure.

6. Promote the integrated development of civil and commercial aerospace standards systems

Establish an authoritative, unified, open, and shared aerospace standards system. Focusing on key aspects such as commercial satellite and rocket development, launch services, telemetry, tracking, command and control, on-orbit collision avoidance, satellite data application, and safety supervision, research and formulate relevant technical standards and specifications, clarify mandatory and guiding standards, and enhance the systematicness and practicality of standards in the commercial aerospace field. Promote the unification of civil and commercial aerospace standards to achieve a highly compatible, flexible, open, heterogeneous reconfiguration, and interoperable system architecture for civil and commercial aerospace.

7. Improve the support mechanism for the construction and operation of commercial satellites

Research and formulate policies and regulations for commercial satellite launch, tracking and control, on-orbit operation management, transfer, deorbiting, and reentry, and establish relevant mechanisms and processes to promote the efficient construction and utilization of satellite resources. Make full use of state-owned and commercial monitoring facilities and space-based control systems to build and maintain a dynamic database for the autonomous cataloging of space debris, conduct space debris data and information sharing and application, space debris tracking and monitoring, and risk assessment to support on-orbit collision early warning and emergency response for

commercial spacecraft. Explore the use of margin deposits, letters of guarantee, and other methods to coordinate the deorbiting and safe reentry of commercial satellites.

8. Promote the safe and efficient utilization of satellite data

Promote the issuance of detailed implementation rules to support government investment in the commercial development and utilization of satellite data, and encourage local governments to guide commercial aerospace entities to focus on application development and create typical demonstration application scenarios. Promote the issuance of satellite data transmission security standards to regulate data acquisition and use, establish a commercial satellite data quality certification and compliance review system, and enhance the network security protection capabilities of satellite systems and ground networks. Research commercial satellite data security classification and grading standards and security supervision mechanisms to promote the application of satellite data. Build a trusted platform for commercial satellite data sharing, and promote the establishment of a space big data sharing and trading mechanism, a space-based integrated data information service system, etc.

(c) Promote the development and expansion of industries

9. Promote the optimization of industrial structure

Encourage commercial aerospace to expand into relevant segments of the aerospace industry chain, strengthen satellite and rocket manufacturing, expand application services, and broaden telemetry, tracking, and command (TT&C) operation capabilities to promote the high-quality development of the commercial aerospace industry. Prioritize support for commercial aerospace entities to develop new technologies and products, and explore new application scenarios. For aerospace transportation systems, prioritize support for the development of low-cost, highly reliable, fast-response, and reusable commercial launch vehicles; for spacecraft systems, prioritize support for the development of satellite constellation systems such as low-Earth orbit communication, navigation enhancement, and high-resolution remote sensing; for launch and recovery systems, coordinate the planning and construction of new commercial launch systems such as commercial launch sites and supporting facilities, sea-based launches,

and recovery sites; for TT&C systems, prioritize support for building an integrated commercial TT&C layout and resource integration; and for application systems, prioritize support for the development of application scenarios and product services geared towards mass consumer services and the international market.

10. **Guide local governments to promote the development of the commercial aerospace industry**

Enhance regional development coordination and promote coordinated regional development. Guide local governments to leverage their unique advantages in local resources, technology, talent, and industrial support, and utilize the agglomeration effect of industrial parks to develop the commercial aerospace industry in accordance with local conditions.

11. **Support the development of new business models**

Support commercial aerospace entities to strengthen original innovation and key core technology research, system development and application services, innovate business models, and develop emerging business models in new fields such as space resource development and utilization, space manufacturing, on-orbit maintenance and services, space environment monitoring and detection, space debris monitoring, early warning and mitigation and removal, space tourism, and space biopharmaceuticals.

12. **Guide and cultivate patient capital**

Improve the investment and financing system for commercial aerospace development, establish a national commercial aerospace development fund, encourage local governments, financial institutions, and social capital to jointly establish investment platforms, and guide capital to adhere to long-term, strategic, and value-based investments. Establish a project recommendation mechanism to select a number of commercial aerospace projects that conform to aerospace development plans and investment policy directions, and that are highly innovative, demonstrative, and have industrialization potential, and recommend them to the fund. The fund will make independent decisions in a market-oriented manner.

13. Expand government procurement

Strengthen efforts to coordinate the public welfare needs of government departments, improve the government procurement service mechanism, promote the participation of commercial capabilities such as commercial launch vehicles, commercial satellites, commercial launch sites, and commercial telemetry and control facilities in national space missions, and encourage government departments at all levels to expand the procurement of commercial space services.

14. Facilitate International Development

Encourage commercial space entities to actively participate in the formulation of relevant international rules in the outer space domain. Promote the orderly overseas expansion of commercial space companies through intergovernmental bilateral and multilateral cooperation channels, promote China's commercial space projects and capabilities, encourage commercial space entities to participate in international cooperation and exchanges, and assist developing countries in developing industries such as satellite applications. Select outstanding commercial space projects for inclusion in relevant channels for international space cooperation and provide support.

(d) Provide good industry management and services

15. Improve the legal and policy system for commercial spaceflight

Accelerate the legislation of the National Space Law, clarifying the status and role of commercial spaceflight in national space development and ensuring its healthy and sustainable development. For key areas such as space debris mitigation and protection, approval of export projects for specific space products and technologies, international space cooperation, space launch permit management, space object registration management, open sharing of space science data, protection of the moon and other celestial bodies, space traffic management, and space launch site management, expedite the issuance of relevant legal and policy documents. Promote the confirmation of ownership of assets such as launch vehicles, spacecraft, satellite data, and experimental equipment and facilities to protect the rights and interests of commercial space entities. Improve the market access mechanism for commercial spaceflight, establish a negative list for

market access, reasonably adjust relevant professional qualification regulations, and exempt companies developing commercial satellites from obtaining weapons and equipment research and production licenses. Strengthen the dissemination of laws and policies and improve the efficiency of government services.

16. Strengthen the overall planning for commercial space development

Improve the communication and coordination mechanism among relevant authorities, continuously optimize relevant access and licensing approval processes, and meet the needs of commercial space entities to flexibly respond to market demands. Coordinate the development needs of commercial spaceflight, encourage enterprises to collaborate with research institutes and universities on innovation, and strengthen guidance for tackling key technologies in commercial space launch vehicles and satellites. Optimize the spatial layout of commercial spaceflight development, guide local governments and commercial space entities to focus on differentiated development, and avoid low-level duplication of construction.

17. Promote open collaboration in the aerospace industry chain and supply chain

Continue to organize and conduct security and compliance assessments of the aerospace industry chain and supply chain, promote the construction of an information management and service system for commercial aerospace entities, comprehensively and accurately grasp the development dynamics and progress of commercial aerospace entities, establish scientific industry statistical standards, and promote the construction of a basic database for the aerospace industry chain and supply chain to support scientific management and efficient services in the industry. Further promote the open integration of the aerospace industry chain and supply chain, and encourage state-owned enterprises and private enterprises to enter each other's supply chain systems with their advantageous supporting products.

18. Implement liability for damages caused by commercial space activities

Establish a cross-departmental regulatory and service mechanism for commercial space damage compensation to supervise and guide the

assessment and claims processing of personal injury and property damage caused by launch vehicles and spacecraft during the development, testing, launch, on-orbit operation, and reentry phases. Establish a mandatory insurance system for commercial space activities, ensuring the compensation responsibilities of space object owners, launchers, operators, etc., through third-party liability insurance and other commercial insurance.

19. **Guide commercial space operators to comply with international outer space rules**

Strengthen the promotion of international outer space rules, guide commercial space operators to comply with space traffic management rules, ensure the legality and compliance of commercial space activities, and proactively take effective measures, especially in areas such as rocket passivation and satellite deorbiting, to ensure compliance with international outer space rules and domestic management policies, and promote the sustainable development of space activities.

(e) Strengthen safety supervision across the entire chain

20. **Strengthen safety supervision and management**

Further tighten and solidify the safety supervision responsibilities and primary safety responsibilities of central and local enterprises, promote the establishment of a commercial aerospace safety supervision mechanism, and gradually establish a fundamental commercial aerospace safety supervision system with clear responsibilities, well-defined division of labor, effective measures, and long-term sustainability. Formulate and implement urgently needed safety supervision measures for testing, launch, access, and data application, gradually establish a standardized and orderly policy and institutional system, and create an industrial ecosystem and development environment that firmly upholds safety standards and is full of innovation.

21. **Strengthen safety inspections throughout the entire product lifecycle**

Establish a comprehensive safety inspection system covering all aspects of product development, testing, assembly, launch, on-orbit,

deorbiting, and data application. Industry regulatory authorities, in conjunction with relevant departments with supervisory and inspection responsibilities, will conduct rigorous inspections at key stages such as product transition, factory delivery, testing, launch, and data application. These inspections will cover product quality and reliability, safety, fire safety, special equipment safety, hazardous material safety, hazardous operation safety, road transport safety, landing zone safety, and space safety. Safety reviews and evaluations will be conducted on critical systems or products involving significant safety risks. Serious rectification of hidden dangers will be enforced, and those responsible for safety accidents or serious consequences will be held strictly accountable.

22. **Enhance safety supervision capabilities**

Establish a certification system and strengthen professional capabilities in safety review, certification, consulting, and training services.

Enhance research and reserves of safety supervision technologies, and study safety supervision and inspection methods for reusable launch vehicles, recoverable satellites, and commercial manned spacecraft.

Gradually establish a quantitative safety risk identification, analysis, and evaluation technology system and a decision-making mechanism based on quantitative risk indicators. Research and establish a commercial aerospace safety supervision service platform to achieve informatization of enterprise information registration, dynamic risk assessment of important equipment and facilities and major hazard sources, reporting of important activity information, and real-time safety risk assessment, thereby improving the effectiveness and efficiency of safety supervision.