

INTRODUCTION

The brief but eventful history of developments concerning the international control and regulation of direct broadcasting by satellite has not been a well documented subject up to this time. Many papers and articles published to date have had substantial bias and generally present nationalistic views. There have been very few recent, accurate technical summaries, although one very good such paper was done for the *Journal of Space Law* by A. W. Frutkin.¹

Canada, Japan and the U.S.S.R. are planning establishment of facilities for direct broadcasting by satellite on an experimental or operational basis. Brazil, India and the United States have done some experimentation in the community broadcasting mode using NASA's sixth Applied Technology Satellite (ATS-6). However, at present, no clear structure of international regulation exists beyond the technical regulatory framework of the Radio Regulations of the International Telecommunication Union. In this study, Ms. Queeney recounts all the significant activities to date considering the development of a nontechnical regulatory regime in the United Nations, in a number of its sub-organs and reports work done in the involved Specialized Agencies, and in other national and international organizations concerned with the economic, legal, technical and socio-cultural implications of broadcast satellites.

This work is a pioneering effort in many respects. Its principal sources are official U.N. meetings records and reports. It draws upon interviews with informed officials and the relatively scarce books and articles of relevance, representing a first effort of such depth and scope on this subject. Hundreds of hours of research, international travel and tenacious pursuit of information are well

¹ Frutkin, A.W., "Direct/Community Broadcast Projects Using Space Satellites," Vol. 3, Nos. 1 and 2, *J. of Space Law*, 17 (1975).

reflected in the detailed chronicle contained in this work. In addition, Ms. Queeney's own interpretations and insights into the motivations and attitudes of various actors add a unique and valuable dimension to any student's understanding of the problems involved.

Structured in a chronological sequence, this book must be viewed as a whole to be fully appreciated. The reader who focuses on one section or one chapter for information, reference or background, may well miss later significant developments if the latter portions are not scanned to assess the most recent developments.

Although, as Ms. Queeney reports, a certain degree of polarization of views has occurred in the U.N. forums, national positions in this subject area have proven to have some flexibility and no unilateral or rigid approach by any country appears likely to prevail.

Beginning with the earliest discussions of direct broadcasting in the United Nations, Ms. Queeney traces the activities of the Committee on the Peaceful Uses of Outer Space, its Legal Sub-Committee and its Scientific and Technical Sub-Committee, and the organization, work, as well as results of the U.N. Working Group on Direct Broadcast Satellites, which was active from 1969 through 1974. She explains and reviews the roles of UNESCO and the International Telecommunication Union, and traces each step in the evolution of relevant work in those organizations.

Ms. Queeney is more a responsible and accurate journalist than an advocate of a particular approach or view and she maintains a constructive and realistic balance. She has generally captured the spirit and tone of debates without becoming enmeshed in them. She reports fully initiatives which received wide publicity attributable to France and the U.S.S.R. in this subject area, but also includes discussion and analysis of other contributions toward solution of perceived problems, by countries such as Argentina, and the United States, which have not enjoyed much public awareness.

Ms. Queeney emphasizes the value of the U.N. forums as focal points for discussion and pragmatic compromise. She describes the opening phase of what will prove to be a long history of international interaction in a highly sensitive field. This work is a landmark in that history, because it is the first comprehensive effort to tie together the many related forums and to examine them, their relevance, and their usefulness in depth.

Ms. Queeney's conclusions essentially praise the U.N. role but readily acknowledge that much work remains on the topic of

principles related to the use of direct broadcast satellites. Nothing in this introduction should be interpreted as an endorsement of the work or its conclusions by the National Aeronautics and Space Administration or the U.S. Government.

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