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Joint Telecommunications Resource Board 1985

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EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY
WASHINGTON, D.C. 20506

July 22, 1985

MEMORANDUM FOR JAY KEYWORTH

FROM:

MAURIE ROESCH

SUBJECT:

Joint Telecommunications Resource
Board Meeting

*Very Resp.
Maurie*

This package is to assist you in chairing the initial meeting of the JTRB, scheduled for 4:00 p.m., on Wednesday, July 24, in Room 208 OEOB.

A memorandum announcing the meeting is at Tab A.

A coordinated agenda for the meeting is at (Tab B).

A set of talking points for the meeting are at (Tab C).

The President by EO 12472 directed you to establish, select the members, and chair this Board (Tab D).

Your memorandum of 30 July 1984 and 1 August 1984 accomplished the first two tasks and distributed a draft Standard Operating Procedure relative to the Board's, purpose, functions, etc. (Tab E).

The Manager, NCS has, at your request, completed coordination of that SOP which now incorporates the language requested by the Board members (Tab F).

The list of attendee's is at (Tab G).

Attachments

a/s

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY
WASHINGTON, D.C. 20506

July 9, 1985

MEMORANDUM FOR THE ASSISTANT SECRETARY OF DEFENSE FOR
COMMAND, CONTROL, COMMUNICATIONS
AND INTELLIGENCE
DIRECTOR, DEFENSE COMMUNICATIONS AGENCY
ASSISTANT SECRETARY FOR COMMUNICATIONS
AND INFORMATION, DEPARTMENT OF COMMERCE
DEFENSE COMMISSIONER,
FEDERAL COMMUNICATIONS COMMISSION
ASSISTANT ADMINISTRATOR FOR INFORMATION
RESOURCES MANAGEMENT,
GENERAL SERVICES ADMINISTRATION
ASSISTANT ASSOCIATE DIRECTOR FOR
INFORMATION RESOURCES MANAGEMENT,
FEDERAL EMERGENCY MANAGEMENT AGENCY

FROM: JOHN P. McTAGUE, DEPUTY DIRECTOR *JPM*
SUBJECT: Joint Telecommunications Resource Board
Meeting

The Joint Telecommunications Resource Board's first meeting will convene Wednesday, July 24, 1985 at 4:00 p.m. in Room 208 of the Old Executive Office Building. G. A. Keyworth, Director, OSTP, will chair.

The main purpose is to adopt the procedures that the Office of the Manager, NCS, has coordinated with each of your organizations. An agenda will be distributed prior to the meeting.

Attendance will be limited to the principals and one key staff person. Mr. John Grimes and Mr. Rod McDaniel of the NSC staff have also been invited to attend.

Presidential Documents

Executive Order 12472 of April 3, 1984

Assignment of National Security and Emergency Preparedness Telecommunications Functions

By the authority vested in me as President by the Constitution and laws of the United States of America, including the Communications Act of 1934, as amended (47 U.S.C. 151), the National Security Act of 1947, as amended, the Defense Production Act of 1950, as amended (50 U.S.C. App. 2061), the Federal Civil Defense Act of 1950, as amended (50 U.S.C. App. 2251), the Disaster Relief Act of 1974 (42 U.S.C. 5121), Section 5 of Reorganization Plan No. 1 of 1977 (3 C.F.R. 197, 1978 Comp.), and Section 203 of Reorganization Plan No. 3 of 1978 (3 C.F.R. 389, 1978 Comp.), and in order to provide for the consolidation of assignment and responsibility for improved execution of national security and emergency preparedness telecommunications functions, it is hereby ordered as follows:

Section 1. *The National Communications System.* (a) There is hereby established the National Communications System (NCS). The NCS shall consist of the telecommunications assets of the entities represented on the NCS Committee of Principals and an administrative structure consisting of the Executive Agent, the NCS Committee of Principals and the Manager. The NCS Committee of Principals shall consist of representatives from those Federal departments, agencies or entities, designated by the President, which lease or own telecommunications facilities or services of significance to national security or emergency preparedness, and, to the extent permitted by law, other Executive entities which bear policy, regulatory or enforcement responsibilities of importance to national security or emergency preparedness telecommunications capabilities.

(b) The mission of the NCS shall be to assist the President, the National Security Council, the Director of the Office of Science and Technology Policy and the Director of the Office of Management and Budget in:

(1) the exercise of the telecommunications functions and responsibilities set forth in Section 2 of this Order; and

(2) the coordination of the planning for and provision of national security and emergency preparedness communications for the Federal government under all circumstances, including crisis or emergency, attack, recovery and reconstruction.

(c) The NCS shall seek to ensure that a national telecommunications infrastructure is developed which:

(1) Is responsive to the national security and emergency preparedness needs of the President and the Federal departments, agencies and other entities, including telecommunications in support of national security leadership and continuity of government;

(2) Is capable of satisfying priority telecommunications requirements under all circumstances through use of commercial, government and privately owned telecommunications resources;

(3) Incorporates the necessary combination of hardness, redundancy, mobility, connectivity, interoperability, restorability and security to obtain, to the maximum extent practicable, the survivability of national security and emergency

preparedness telecommunications in all circumstances, including conditions of crisis or emergency; and

(4) Is consistent, to the maximum extent practicable, with other national telecommunications policies.

(d) To assist in accomplishing its mission, the NCS shall:

(1) serve as a focal point for joint industry-government national security and emergency preparedness telecommunications planning; and

(2) establish a joint industry-government National Coordinating Center which is capable of assisting in the initiation, coordination, restoration and reconstitution of national security or emergency preparedness telecommunications services or facilities under all conditions of crisis or emergency.

(e) The Secretary of Defense is designated as the Executive Agent for the NCS. The Executive Agent shall:

(1) Designate the Manager of the NCS;

(2) Ensure that the NCS conducts unified planning and operations, in order to coordinate the development and maintenance of an effective and responsive capability for meeting the domestic and international national security and emergency preparedness telecommunications needs of the Federal government;

(3) Ensure that the activities of the NCS are conducted in conjunction with the emergency management activities of the Federal Emergency Management Agency;

(4) Recommend, in consultation with the NCS Committee of Principals, to the National Security Council, the Director of the Office of Science and Technology Policy, or the Director of the Office of Management and Budget, as appropriate:

a. The assignment of implementation or other responsibilities to NCS member entities;

b. New initiatives to assist in the exercise of the functions specified in Section 2; and

c. Changes in the composition or structure of the NCS;

(5) Oversee the activities of and provide personnel and administrative support to the Manager of the NCS;

(6) Provide staff support and technical assistance to the National Security Telecommunications Advisory Committee established by Executive Order No. 12382, as amended; and

(7) Perform such other duties as are from time to time assigned by the President or his authorized designee.

(f) The NCS Committee of Principals shall:

(1) Serve as the forum in which each member of the Committee may review, evaluate, and present views, information and recommendations concerning ongoing or prospective national security or emergency preparedness telecommunications programs or activities of the NCS and the entities represented on the Committee;

(2) Serve as the forum in which each member of the Committee shall report on and explain ongoing or prospective telecommunications plans and programs developed or designed to achieve national security or emergency preparedness telecommunications objectives;

(3) Provide comments or recommendations, as appropriate, to the National Security Council, the Director of the Office of Science and Technology Policy, the Director of the Office of Management and Budget, the Executive Agent, or the Manager of the NCS, regarding ongoing or prospective activities of the NCS; and

(4) Perform such other duties as are from time to time assigned by the President or his authorized designee.

(g) The Manager of the NCS shall:

(1) Develop for consideration by the NCS Committee of Principals and the Executive Agent:

a. A recommended evolutionary telecommunications architecture designed to meet current and future Federal government national security and emergency preparedness telecommunications requirements;

b. Plans and procedures for the management, allocation and use, including the establishment of priorities or preferences, of Federally owned or leased telecommunications assets under all conditions of crisis or emergency;

c. Plans, procedures and standards for minimizing or removing technical impediments to the interoperability of government-owned and/or commercially-provided telecommunications systems;

d. Test and exercise programs and procedures for the evaluation of the capability of the Nation's telecommunications resources to meet national security or emergency preparedness telecommunications requirements; and

e. Alternative mechanisms for funding, through the budget review process, national security or emergency preparedness telecommunications initiatives which benefit multiple Federal departments, agencies, or entities. Those mechanisms recommended by the NCS Committee of Principals and the Executive Agent shall be submitted to the Director of the Office of Management and Budget.

(2) Implement and administer any approved plans or programs as assigned, including any system of priorities and preferences for the provision of communications service, in consultation with the NCS Committee of Principals and the Federal Communications Commission, to the extent practicable or otherwise required by law or regulation;

(3) Chair the NCS Committee of Principals and provide staff support and technical assistance thereto;

(4) Serve as a focal point for joint industry-government planning, including the dissemination of technical information, concerning the national security or emergency preparedness telecommunications requirements of the Federal government;

(5) Conduct technical studies or analyses, and examine research and development programs, for the purpose of identifying, for consideration by the NCS Committee of Principals and the Executive Agent, improved approaches which may assist Federal entities in fulfilling national security or emergency preparedness telecommunications objectives;

(6) Pursuant to the Federal Standardization Program of the General Services Administration, and in consultation with other appropriate entities of the Federal government including the NCS Committee of Principals, manage the Federal Telecommunications Standards Program, ensuring wherever feasible that existing or evolving industry, national, and international standards are used as the basis for Federal telecommunications standards; and

(7) Provide such reports and perform such other duties as are from time to time assigned by the President or his authorized designee, the Executive Agent, or the NCS Committee of Principals. Any such assignments of responsibility to, or reports made by, the Manager shall be transmitted through the Executive Agent.

Sec. 2. Executive Office Responsibilities. (a) *Wartime Emergency Functions.*

(1) The National Security Council shall provide policy direction for the exercise of the war power functions of the President under Section 606 of the Communications Act of 1934, as amended (47 U.S.C. 606), should the President

issue implementing instructions in accordance with the National Emergencies Act (50 U.S.C. 1601).

(2) The Director of the Office of Science and Technology Policy shall direct the exercise of the war power functions of the President under Section 606 (a), (c)-(e), of the Communications Act of 1934, as amended (47 U.S.C. 606), should the President issue implementing instructions in accordance with the National Emergencies Act (50 U.S.C. 1601).

(b) *Non-Wartime Emergency Functions.* (1) The National Security Council shall:

a. Advise and assist the President in coordinating the development of policy, plans, programs and standards within the Federal government for the identification, allocation, and use of the Nation's telecommunications resources by the Federal government, and by State and local governments, private industry and volunteer organizations upon request, to the extent practicable and otherwise consistent with law, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law; and

b. Provide policy direction for the exercise of the President's non-wartime emergency telecommunications functions, should the President so instruct.

(2) The Director of the Office of Science and Technology Policy shall provide information, advice, guidance and assistance, as appropriate, to the President and to those Federal departments and agencies with responsibilities for the provision, management, or allocation of telecommunications resources, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law;

(3) The Director of the Office of Science and Technology Policy shall establish a Joint Telecommunications Resources Board (JTRB) to assist him in the exercise of the functions specified in this subsection. The Director of the Office of Science and Technology Policy shall serve as chairman of the JTRB; select those Federal departments, agencies, or entities which shall be members of the JTRB; and specify the functions it shall perform.

(c) *Planning and Oversight Responsibilities.* (1) The National Security Council shall advise and assist the President in:

a. Coordinating the development of policy, plans, programs and standards for the mobilization and use of the Nation's commercial, government, and privately owned telecommunications resources, in order to meet national security or emergency preparedness requirements;

b. Providing policy oversight and direction of the activities of the NCS; and

c. Providing policy oversight and guidance for the execution of the responsibilities assigned to the Federal departments and agencies by this Order.

(2) The Director of the Office of Science and Technology Policy shall make recommendations to the President with respect to the test, exercise and evaluation of the capability of existing and planned communications systems, networks or facilities to meet national security or emergency preparedness requirements and report the results of any such tests or evaluations and any recommended remedial actions to the President and to the National Security Council;

(3) The Director of the Office of Science and Technology Policy or his designee shall advise and assist the President in the administration of a system of radio spectrum priorities for those spectrum dependent telecommunications resources of the Federal government which support national security or emergency preparedness functions. The Director also shall certify or approve priorities for radio spectrum use by the Federal government, including the resolution of any conflicts in or among priorities, under all conditions of crisis or emergency; and

(4) The National Security Council, the Director of the Office of Science and Technology Policy and the Director of the Office of Management and Budget shall, in consultation with the Executive Agent for the NCS and the NCS Committee of Principals, determine what constitutes national security and emergency preparedness telecommunications requirements.

(d) *Consultation with Federal Departments and Agencies.* In performing the functions assigned under this Order, the National Security Council and the Director of the Office of Science and Technology Policy, in consultation with each other, shall:

(1) Consult, as appropriate, with the Director of the Office of Management and Budget; the Director of the Federal Emergency Management Agency with respect to the emergency management responsibilities assigned pursuant to Executive Order No. 12148, as amended; the Secretary of Commerce, with respect to responsibilities assigned pursuant to Executive Order No. 12048; the Secretary of Defense, with respect to communications security responsibilities assigned pursuant to Executive Order No. 12333; and the Chairman of the Federal Communications Commission or his authorized designee; and

(2) Establish arrangements for consultation among all interested Federal departments, agencies or entities to ensure that the national security and emergency preparedness communications needs of all Federal government entities are identified; that mechanisms to address such needs are incorporated into pertinent plans and procedures; and that such needs are met in a manner consistent, to the maximum extent practicable, with other national telecommunications policies.

(e) *Budgetary Guidelines.* The Director of the Office of Management and Budget, in consultation with the National Security Council and the NCS, will prescribe general guidelines and procedures for reviewing the financing of the NCS within the budgetary process and for preparation of budget estimates by participating agencies. These guidelines and procedures may provide for mechanisms for funding, through the budget review process, national security and emergency preparedness telecommunications initiatives which benefit multiple Federal departments, agencies, or entities.

Sec. 3. Assignment of Responsibilities to Other Departments and Agencies. In order to support and enhance the capability to satisfy the national security and emergency preparedness telecommunications needs of the Federal government, State and local governments, private industry and volunteer organizations, under all circumstances including those of crisis or emergency, the Federal departments and agencies shall perform the following functions:

(a) *Department of Commerce.* The Secretary of Commerce shall, for all conditions of crisis or emergency: (1) Develop plans and procedures concerning radio spectrum assignments, priorities and allocations for use by Federal departments, agencies and entities; and

(2) Develop, maintain and publish policy, plans, and procedures for the control and allocation of frequency assignments, including the authority to amend, modify or revoke such assignments, in those parts of the electromagnetic spectrum assigned to the Federal government.

(b) *Federal Emergency Management Agency.* The Director of the Federal Emergency Management Agency shall:

(1) Plan for and provide, operate and maintain telecommunications services and facilities, as part of its National Emergency Management System, adequate to support its assigned emergency management responsibilities;

(2) Advise and assist State and local governments and volunteer organizations, upon request and to the extent consistent with law, in developing plans and procedures for identifying and satisfying their national security or emergency preparedness telecommunications requirements;

(3) Ensure, to the maximum extent practicable, that national security and emergency preparedness telecommunications planning by State and local

governments and volunteer organizations is mutually supportive and consistent with the planning of the Federal government; and

(4) Develop, upon request and to the extent consistent with law and in consonance with regulations promulgated by and agreements with the Federal Communications Commission, plans and capabilities for, and provide policy and management oversight of, the Emergency Broadcast System, and advise and assist private radio licensees of the Commission in developing emergency communications plans, procedures and capabilities.

(c) *Department of State.* The Secretary of State, in accordance with assigned responsibilities within the Diplomatic Telecommunications System, shall plan for and provide, operate and maintain rapid, reliable and secure telecommunications services to those Federal entities represented at United States diplomatic missions and consular offices overseas. This responsibility shall include the provision and operation of domestic telecommunications in support of assigned national security or emergency preparedness responsibilities.

(d) *Department of Defense.* In addition to the other responsibilities assigned by this Order, the Secretary of Defense shall:

(1) Plan for and provide, operate and maintain telecommunications services and facilities adequate to support the National Command Authorities and to execute the responsibilities assigned by Executive Order No. 12333; and

(2) Ensure that the Director of the National Security Agency provides the technical support necessary to develop and maintain plans adequate to provide for the security and protection of national security and emergency preparedness telecommunications.

(e) *Department of Justice.* The Attorney General shall, as necessary, review for legal sufficiency, including consistency with the antitrust laws, all policies, plans or procedures developed pursuant to responsibilities assigned by this Order.

(f) *Central Intelligence Agency.* The Director of Central Intelligence shall plan for and provide, operate, and maintain telecommunications services adequate to support its assigned responsibilities, including the dissemination of intelligence within the Federal government.

(g) *General Services Administration.* Except as otherwise assigned by this Order, the Administrator of General Services, consistent with policy guidance provided by the Director of the Office of Management and Budget, shall ensure that Federally owned or managed domestic communications facilities and services meet the national security and emergency preparedness requirements of the Federal civilian departments, agencies and entities.

(h) *Federal Communications Commission.* The Federal Communications Commission shall, consistent with Section 4(c) of this Order:

(1) Review the policies, plans and procedures of all entities licensed or regulated by the Commission that are developed to provide national security or emergency preparedness communications services, in order to ensure that such policies, plans and procedures are consistent with the public interest, convenience and necessity;

(2) Perform such functions as required by law with respect to all entities licensed or regulated by the Commission, including (but not limited to) the extension, discontinuance or reduction of common carrier facilities or services; the control of common carrier rates, charges, practices and classifications; the construction, authorization, activation, deactivation or closing of radio stations, services and facilities; the assignment of radio frequencies to Commission licensees; the investigation of violations of pertinent law and regulation; and the initiation of appropriate enforcement actions;

(3) Develop policy, plans and procedures adequate to execute the responsibilities assigned in this Order under all conditions or crisis or emergency; and

(4) Consult as appropriate with the Executive Agent for the NCS and the NCS Committee of Principals to ensure continued coordination of their respective national security and emergency preparedness activities.

(i) All Federal departments and agencies, to the extent consistent with law (including those authorities and responsibilities set forth in Section 4(c) of this Order), shall:

(1) Determine their national security and emergency preparedness telecommunications requirements, and provide information regarding such requirements to the Manager of the NCS;

(2) Prepare policies, plans and procedures concerning telecommunications facilities, services or equipment under their management or operational control to maximize their capability of responding to the national security or emergency preparedness needs of the Federal government;

(3) Provide, after consultation with the Director of the Office of Management and Budget, resources to support their respective requirements for national security and emergency preparedness telecommunications; and provide personnel and staff support to the Manager of the NCS as required by the President;

(4) Make information available to, and consult with, the Manager of the NCS regarding agency telecommunications activities in support of national security or emergency preparedness;

(5) Consult, consistent with the provisions of Executive Order No. 12046, as amended, and in conjunction with the Manager of the NCS, with the Federal Communications Commission regarding execution of responsibilities assigned by this Order;

(6) Submit reports annually, or as otherwise requested, to the Manager of the NCS, regarding agency national security or emergency preparedness telecommunications activities; and

(7) Cooperate with and assist the Executive Agent for the NCS, the NCS Committee of Principals, the Manager of the NCS, and other departments and agencies in the execution of the functions set forth in this Order, furnishing them such information, support and assistance as may be required.

(j) Each Federal department or agency shall execute the responsibilities assigned by this Order in conjunction with the emergency management activities of the Federal Emergency Management Agency, and in regular consultation with the Executive Agent for the NCS and the NCS Committee of Principals to ensure continued coordination of NCS and individual agency telecommunications activities.

Sec. 4. General Provisions. (a) All Executive departments and agencies may issue such rules and regulations as may be necessary to carry out the functions assigned under this Order.

(b) In order to reflect the assignments of responsibility provided by this Order,

(1) Sections 2-414, 4-102, 4-103, 4-202, 4-302, 5-3, and 6-101 of Executive Order No. 12046, as amended, are revoked;

(2) The Presidential Memorandum of August 21, 1963, as amended, entitled "Establishment of the National Communications System", is hereby superseded; and

(3) Section 2-411 of Executive Order No. 12046, as amended, is further amended by deleting the period and inserting ", except as otherwise provided by Executive Order No. " and inserting the number assigned to this Order.

(c) Nothing in this Order shall be deemed to affect the authorities or responsibilities of the Director of the Office of Management and Budget, or any Office or official thereof, or reassign any function assigned any agency under the Federal Property and Administrative Services Act of 1949, as amended; or

under any other law, or any function vested by law in the Federal Communications Commission.

Sec. 3. This Order shall be effective upon publication in the Federal Register.

Ronald Reagan

THE WHITE HOUSE,
April 3, 1984.

[PR Doc. 84-0285

Filed 4-3-84 4:07 p.m.]

Billing code 3785-01-34

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY

WASHINGTON, D.C. 20506

August 1, 1984

MEMORANDUM FOR ROBERT C. McFARLANE

FROM:

JAY KEYWORTH *Jay Keyworth*

SUBJECT:

Implementation of Executive Order 12472,
Assignment of National Security and Emer-
gency Preparedness Telecommunications
Functions

The Executive Order requires me to establish and chair a Joint Telecommunications Resources Board to assist the President in certain nonwartime emergency functions.

For your information, I have attached the implementing memorandum. Although the NSC is not a board member, a representative of both the NSC and the CMC are requested to attend all board meetings. In this regard, I would appreciate your designating the Director of Defense Programs (position formerly held by Mr. Robert Helm), and the Special Assistant to the President and Senior Director, CMC, to serve in this capacity.

Attachment

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY

WASHINGTON, D.C. 20506

July 30, 1984

MEMORANDUM FOR THE HONORABLE CASPAR W. WEINBERGER
Secretary of Defense and
Executive Agent, National Communications
System

THE HONORABLE MALCOLM BALDRIGE
Secretary of Commerce

THE HONORABLE RAY KLINE
Acting Administrator
General Services Administration

THE HONORABLE LOUIS O. GIUFFRIDA
Director
Federal Emergency Management Agency

THE HONORABLE MARK S. FOWLER
Chairman
Federal Communications Commission

SUBJECT: Implementation of Executive Order 12472,
Assignment of National Security and Emer-
gency Preparedness Telecommunications
Functions

On April 3, 1984, the President signed Executive Order 12472, which assigns various responsibilities to the Office of Science and Technology Policy. Section 2(b)(3) of that Order provides:

"The Director of the Office of Science and Technology Policy shall establish a Joint Telecommunications Resources Board (JTRB) to assist him in the exercise of the functions specified in this subsection. The Director of the Office of Science and Technology Policy shall serve as chairman of the JTRB; select those Federal departments, agencies, or entities which shall be members of the JTRB; and specify the functions it shall perform."

Accordingly, as directed by the President, a Joint Telecommunications Resources Board (JTRB) is hereby established. I have selected the following departments, agencies, or entities to comprise the membership of the JTRB, and as was previously discussed with your staffs, I would appreciate your designating the noted officials to serve as representatives to the board:

Department of Defense:
Deputy Under Secretary, Communications, Command, Control, and Intelligence;

Department of Commerce:
Assistant Secretary, Communications and Information

General Services Administration:
Assistant Administrator, Information Resources Management

Federal Emergency Management Agency:
Assistant Associate Director for Information Resources Management

Federal Communications Commission:
Defense Commissioner

National Communications System:
Manager

It is also requested that you provide me the names of an alternate JTRB representative for your organization's "principal member." It is expected that either the principal or the alternate should always be available if emergency circumstances warrant telephonic contact, coordination, or convening of the board.

Draft interim board procedures and the functions it is to perform were previously prepared by this office and representatives from each of your organizations. They have been updated to reflect the promulgation of EO 12472, but should you have additional substantive comments that you would like us to consider, please advise my point of contact, Colonel Maurice A. Roesch III at 395-7326.

Upon finalization of the interim board procedures, we will schedule the board's initial meeting and provide you with the agenda. I would appreciate your response to the draft procedures by August 20, 1984.



G. A. Keyworth
Director

Attachment [SEE TAB D]

cc: Mr. Donald C. Latham
LtGen Winston D. Powers
The Honorable David J. Markey
Mr. Frank J. Carr
Mr. Bruce J. Campbell
The Honorable Mimi Weyforth Dawson

INTERIM STANDARD OPERATING PROCEDURES
FOR
JOINT TELECOMMUNICATIONS RESOURCES BOARD

I. Background

a. By Executive Order No. 12046, Relating to the Transfer of Telecommunications Functions, March 27, 1978, the Director of the Office of Science and Technology Policy (OSTP) was assigned the responsibility for preparing to direct the exercise of the President's war power functions contained in Section 606 of the Communications Act of 1934, as amended. Existing Federal emergency plans (e.g., Federal Emergency Plan D, Annex C-XI) have also recognized OSTP's responsibility and designated the Director, OSTP as the Nation's telecommunications resource manager under conditions of national emergency (i.e., war). Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions", April 3, 1984, reaffirmed that the Director, OSTP is responsible for directing the exercise of the Section 606 Presidential war powers. Under conditions of national emergency in which the President's war powers (Section 606) are invoked, there is thus a visible single authority for telecommunications resource management which is clearly assigned the responsibility for serving as the authoritative channel of emergency telecommunications information and advice to the President.

b. There are however, a range of situations that do not justify the exercise of the President's war powers under Section 606 of the Communications Act of 1934 or the implementation of Federal Emergency Plan D, but yet require response by the Federal government and, therefore, Executive Office of the President attention and direction. Such situations include:

- (1) presidentially-declared emergencies and major disasters;
- (2) Federal Emergency Management Agency (FEMA)-declared extraordinary situations; and
- (3) critical situations which have the potential for developing into emergencies/major disasters, extraordinary situations, or national emergencies.

While the FEMA has been implementing an Integrated Emergency Management System concept to provide a consistent management structure across the continuum of emergency situations, until recently there has been no single clearly identified or visible authority that the President could turn to for emergency telecommunications information and advice to support decisionmaking across this continuum.

c. Executive Order No. 12472 recognized this gap and Section 2(b) thereof assigned specific non-wartime emergency telecommunications functions to the National Security Council and the Director of the Office of Science and Technology Policy as follows:

"(b) Non-Wartime Emergency Functions. (1) The National Security Council shall:

a. Advise and assist the President in coordinating the development of policy, plans, programs and standards within the Federal government for the identification, allocation, and use of the Nation's telecommunications resources by the Federal government, and by State and local governments, private industry and volunteer organizations upon request, to the extent practicable and otherwise consistent with law, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law; and

b. Provide policy direction for the exercise of the President's non-wartime emergency telecommunications functions, should the President so instruct.

(2) The Director of the Office of Science and Technology Policy shall provide information, advice, guidance and assistance, as appropriate, to the President and to those Federal departments and agencies with responsibilities for the provision, management, or allocation of telecommunications resources, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law;

(3) The Director of the Office of Science and Technology Policy shall establish a Joint Telecommunications Resources Board (JTRB) to assist him in the exercise of the functions specified in this subsection. The Director of the Office of Science and Technology Policy shall serve as chairman of the JTRB; select those Federal departments, agencies, or entities which shall be members of the JTRB; and specify the functions it shall perform."

II. Purpose

a. The Joint Telecommunications Resources Board is hereby established to assist the Director, OSTP in the exercise of those non-wartime emergency telecommunications functions assigned by E.O. 12472. The Board will serve as the deliberative and recommending body for the Executive Office of the President, and ultimately the President, thereby providing a cohesive process for ensuring the provision of necessary telecommunications information and advice to them, and facilitating concerted timely decisionmaking and execution of assigned emergency responsibilities by individual Federal entities under the overall guidance of the President and the Director, OSTP.

b. As required, the JTRB may also be convened to act in support of major Federal exercises or to consider non-wartime emergency telecommunications policies and procedures.

III. Authorities

a. Communications Act of 1934 (47 U.S.C. 151 et seq.), as amended.

b. Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, April 3, 1984 (49 Fed. Reg. 13471).

IV. Applicability and Scope of Responsibility

a. The provisions of this Procedure are applicable to all Federal entities with non-wartime emergency telecommunications management responsibilities.

b. The JTRB's basic role is to monitor potential or actual telecommunications emergency situations that pose significant threats to telecommunications facilities or services, and situations that may create the need for extraordinary telecommunication support. Extraordinary telecommunications support is defined as being those requirements for services or responses that are beyond the normal procedures and/or capabilities of individual commercial carriers or government agencies. The type of situations that might result in a telecommunications emergency include:

- (1) telecommunications damage or congestion as a result of major disasters (e.g., hurricanes, tornadoes, floods, earthquakes, earth slides, blizzards, tidal waves, etc.) or critical situations (e.g., fires, explosions, epidemics, civil disturbances, escaping lethal gases, power blackouts, etc.);

- (2) major failures or disruptions of overseas transmission systems (ocean cables, satellites, earth stations) or the interruption or drastic reduction in telecommunications services to foreign countries beset by major disasters, emergencies, or internal problems;
- (3) regional or national situations where unusual events or reports create public concern or confusion to the extent that abnormal telecommunications traffic patterns or congestion develop for an extended period;
- (4) cases of known, suspected, or attempted sabotage of major telecommunications installations or facilities, or major industry work stoppages with the potential to significantly affect telecommunications operations; and
- (5) significant curtailments in service on government telecommunications networks or facilities due to technical or operational problems, traffic situations, etc.

c. In the execution of its basic role, the JTRB will be supported by the National Communications System organizational structure utilizing the resources of the National Communications System (NCS)/Defense Communications Agency (DCA) Operations Center (OC), the National Coordinating Center (NCC), the Federal Emergency Management Agency's Emergency Information Coordinating Center (EICC), and other Federal agency operations centers as necessary.

V. Functions

a. The JTRB will, as a minimum, perform the following general functions:

- (1) as requested, review information submitted to the Chairman, JTRB and the CMC, evaluate response and support requirements, and provide recommendations to appropriate Executive Office officials;
- (2) facilitate the concerted exercise of non-wartime emergency telecommunications authorities and responsibilities by individual Federal entities;
- (3) advise and assist in the resolution of competing demands for telecommunications services, and any necessary service reprioritizations resulting from specific non-wartime emergency situations; and
- (4) meet at the call of the Chairman, JTRB during non-emergency situations to support major Federal exercises or to consider non-wartime emergency telecommunications policies and procedures.

b. To execute these general functions, to support the operations of the CMC, and to provide the necessary information to the President, Vice-President, National Security Council, and Office of Science and Technology Policy, the JTRB and those Federal entities with non-wartime emergency telecommunications management responsibilities shall also implement the following information exchange process:

(1) General

(a) The NCS/DCAOC, the NCC and the FEMA EICC will be the primary focuses for reports on any of the continuum of telecommunications emergency events described herein. The Manager, NCS and the Director, FEMA will ensure that all information regarding potential and/or actual emergency situations with significant telecommunications implications is brought to the attention of the CMC and the Chairman, JTRB, in a coordinated manner.

(b) This process will permit effective monitoring of potential and actual emergency situations by the CMC and JTRB and facilitate the undertaking of any Federal emergency responses needed beyond those already being carried out by responsible agencies as part of their established emergency response procedures.

(2) Reporting/Notification

(a) All Federal departments and agencies experiencing severe telecommunications network or system events or receiving information regarding potential or actual emergency situations with significant telecommunications implications are to forward this information to the NCS/DCAOC. Primary sources of this information, in addition to the agency telecommunications management organizations, are the NCC and the FEMA EICC.

(b) The Manager, NCS and the Director, FEMA will evaluate the information received from Federal operating elements and other sources and determine, based on the notification criteria described below, whether the telecommunications implications are significant enough to warrant concurrent notification of the Chairman, JTRB and the CMC. As appropriate, the Chairman will notify members of the Board.

(3) Notification Criteria/Thresholds

Upon receipt of information regarding potential or actual telecommunications emergency situations, the Manager, NCS and the Director, FEMA, where appropriate in consultation with each other, the NCC, and the FEMA EICC, will evaluate situations in terms of whether (a) they pose significant threats to telecommunications facilities or services, or (b) they create a need for extraordinary telecommunications support. Examples of situations that could be judged to pose significant threats to telecommunications facilities or services or create a need for extraordinary telecommunications support are those enumerated in paragraph IV b. of this Procedure.

(4) Information To Support Notifications

(a) Initial Situation Report. Initial reports to the Chairman, JTRB and to the CMC will convey the minimum essential information to permit assessment of the potential or actual threat or extraordinary telecommunications requirements posed by the situations and to facilitate any Federal response. It is anticipated that such minimum essential information would include:

1. type and extent of emergency, disaster, or extraordinary situation;
2. location or area the emergency, disaster, or extraordinary situation is expected to cover;
3. anticipated time of emergency, disaster, or extraordinary situation;
4. local actions being taken in the telecommunications area; and
5. possible support required.

This information is to be transmitted either by voice, message, or electronic media. Permanent record of such transmissions will be maintained by the NCS/DCAOC, the NCC or the FEMA EICC, as appropriate.

(b) Status Reports. Following initial notifications, the Manager, NCS and the Director, FEMA will provide brief update reports, as warranted by further developments, to the Chairman, JTRB, and, when so requested by the Chairman, to other members of the JTRB or the CMC.

(c) Additional Information Requirements.
Requirements for additional information will be initiated directly by the Chairman, JTRB, or thru the CMC, to the Manager, NCS and/or the Director, FEMA.

VI. Membership

a. As prescribed by Section 2(b)(3) of E.O. 12472 the Director, OSTP shall chair the JTRB.

b. The Director, OSTP has selected the following Federal entities to serve on the JTRB, and has requested that they be represented thereon by the noted officials:

- (1) Department of Defense (DoD), by the Assistant Secretary for Command, Control, Communications and Intelligence;
- (2) Department of Commerce (DoC), by the Assistant Secretary for Communications and Information;
- (3) General Services Administration, by the Assistant Administrator, Office of Information Resources Management;
- (4) Federal Emergency Management Agency, by the Assistant Associate Director for Information Resources Management;
- (5) Federal Communications Commission, by the Defense Commissioner; and
- (6) National Communications System, by the Manager.

Joint Telecommunications Resource Board Meeting

Wednesday, July 24, 1985, 4:00 PM

Old Executive Office Building

Room 208

Attendees

FCC

Edward Minkel
(for Mimi Dawson)

NSC

John Grimes
Rodney McDaniel

GSA

Frank Carr

DOD

Dr. Thomas P. Quinn
Deputy Assisant
Secretary for C³
(for Donald Latham)
William Quinn
Special Assistant
for Telecommunications

FEMA

Bruce Campbell

NCS

LtGen Win Powers
Mr. Ben Morris
(NCS Deputy)
Mr. J. Randolph MacPherson
(Developed JTRB SOP)

NTIA

William Gamble
(for David Markey)

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY
WASHINGTON, D.C. 20506

July 22, 1985

MEMORANDUM FOR THE ASSISTANT SECRETARY OF DEFENSE FOR
COMMAND, CONTROL, COMMUNICATIONS
AND INTELLIGENCE
MANAGER, NATIONAL COMMUNICATIONS SYSTEM
ASSISTANT SECRETARY FOR COMMUNICATIONS
AND INFORMATION, DEPARTMENT OF COMMERCE
DEFENSE COMMISSIONER,
FEDERAL COMMUNICATIONS COMMISSION
ASSISTANT ADMINISTRATOR FOR INFORMATION
RESOURCES MANAGEMENT,
GENERAL SERVICES ADMINISTRATION
ASSISTANT ASSOCIATE DIRECTOR FOR
INFORMATION RESOURCES MANAGEMENT,
FEDERAL EMERGENCY MANAGEMENT AGENCY

FROM:

G. A. KEYWORTH *GA Keyworth*

SUBJECT:

Joint Telecommunications Resource Board (JTRB)
Meeting Agenda

By previous correspondence the first meeting of the JTRB has been called for Wednesday, July 24, 1985 from 4:00-5:00 PM in Room 208 of the Old Executive Office Building. Dr. George A. Keyworth, Director will chair the meeting. The agenda for the meeting is as follows:

- Opening Remarks and Statement of purpose Chairman
- Background and authorities for JTRB OSTP
- Review of JTRB Standard Operating Procedure NCS
- Approval of Standard Operating Procedure Chairman
- Comments on Related Issues
 - Emergency Plan for Radio Spectrum Commerce/NTIA
 - National Plan for Communications Support in Emergencies NSC
- Brief Discussion of Needed Future Actions Led by OSTP
- Closing Remarks and Assignment of Tasks Chairman

CLOSING REMARKS

- ° Announce next meeting will be during the fall (probably November)
- ° Thank General Win Powers and the NCS for their help in establishing the JTRB
- ° Indicate that the NCS will be the focal point for planning related to the JTRB
- ° Indicate that OSTP (Maurie Roesch) will work closely with the NCS to address any future agenda items for the JTRB
- ° Ask NCS to give us an outline of the National Plan for Telecommunications Support in Emergencies at the next meeting
- ° State that the next meeting will probably be conducted at a classified level

TALKING POINTS

FOR

JOINT TELECOMMUNICATIONS RESOURCE BOARD MEETING

WEDNESDAY, 24 JULY 1985, 4:00-5:00 PM

OPENING REMARKS

- I appreciate your attendance at this the initial meeting of the JTRB.
- This is a critically important topic; How we will act as a corporate board of directors for the Nation's telecommunications resources under emergency conditions.
- A principal purpose here today is to review the JTRB Standard Operating Procedures (SOP) and approve them.
- (Ask Maurie Roesch to cover background and authorities for JTRB)

APPROVAL OF STANDARD OPERATING PROCEDURES

- ↑ I would like to thank the National Communications System and particularly their principal lawyer Randy MacPherson for their efforts in developing and coordinating this SOP.
- ↗ Are there any comments, revisions or recommendations?
[NONE ANTICIPATED]
- ↗ Statement of approval for SOP and indicate a letter officially publishing the SOP will be signed out in the near future.

TALKING POINTS

Page 7

JOINT TELECOMMUNICATIONS RESOURCE GROUP MEETING

WEDNESDAY, 24 JULY 1995, 4:30-5:30 PM

OPENING REMARKS

- * I appreciate your attendance at this final initial meeting of the JTRG.
- * This is a critically important topic. How we will act as a corporate board of directors for the Nation's telecommunications resources under emergency conditions.
- * A principal purpose here today is to review the JTRG Standard Operating Procedures (SOP) and approve them.
- * (Ask Maurice Roach to cover background and authorities for JTRG)

APPROVAL OF STAFFS SERVING MEMBERS

- * I would like to thank the National Communications System and particularly their principal lawyer Randy MacPherson for their efforts in developing and coordinating this SOP.
- * Are there any comments, revisions or recommendations? (None anticipated)
- * Statement of approval for SOP and indicate a letter officially published the SOP will be signed out in the near future.

(July 1985)

INTERIM STANDARD OPERATING PROCEDURES
FOR
JOINT TELECOMMUNICATIONS RESOURCES BOARD

I. Background

a. By Executive Order No. 12046, Relating to the Transfer of Telecommunications Functions, March 27, 1978, the Director of the Office of Science and Technology Policy (OSTP) was assigned the responsibility for preparing to direct the exercise of the President's war power functions contained in Section 606 of the Communications Act of 1934, as amended. Existing Federal emergency plans (e.g., Federal Emergency Plan D, Annex C-XI) have also recognized OSTP's responsibility and designated the Director, OSTP as the Nation's telecommunications resource manager under conditions of national emergency (i.e., war). Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions", April 3, 1984, reaffirmed that the Director, OSTP is responsible for directing the exercise of the Section 606 Presidential war powers. Under conditions of national emergency in which the President's war powers (formerly Section 606 and now Section 706) are invoked, there is thus a visible single authority for telecommunications resource management which is clearly assigned the responsibility for serving as the authoritative channel of emergency telecommunications information and advice to the President.

b. There are however, a range of situations that do not justify the exercise of the President's war powers under Section 706 of the Communications Act of 1934 or the implementation of Federal Emergency Plan D, but yet require response by the Federal government and, therefore, Executive Office of the President attention and direction. Such situations include:

- (1) presidentially-declared emergencies and major disasters;
- (2) Federal Emergency Management Agency (FEMA)-declared extraordinary situations; and
- (3) critical situations which have the potential for developing into emergencies/major disasters, extraordinary situations, or national emergencies.

While the FEMA has been implementing an Integrated Emergency Management System concept to provide a consistent management structure across the continuum of emergency situations, until recently there has been no single clearly identified or visible authority that the President could turn to for emergency telecommunications information and advice to support decisionmaking across this continuum.

c. Executive Order No. 12472 recognized this gap and Section 2(b) thereof assigned specific non-wartime emergency telecommunications functions to the National Security Council and the Director of the Office of Science and Technology Policy as follows:

"(b) Non-Wartime Emergency Functions. (1) The National Security Council shall:

a. Advise and assist the President in coordinating the development of policy, plans, programs and standards within the Federal government for the identification, allocation, and use of the Nation's telecommunications resources by the Federal government, and by State and local governments, private industry and volunteer organizations upon request, to the extent practicable and otherwise consistent with law, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law; and

b. Provide policy direction for the exercise of the President's non-wartime emergency telecommunications functions, should the President so instruct.

(2) The Director of the Office of Science and Technology Policy shall provide information, advice, guidance and assistance, as appropriate, to the President and to those Federal departments and agencies with responsibilities for the provision, management, or allocation of telecommunications resources, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law;

(3) The Director of the Office of Science and Technology Policy shall establish a Joint Telecommunications Resources Board (JTRB) to assist him in the exercise of the functions specified in this subsection. The Director of the Office of Science and Technology Policy shall serve as chairman of the JTRB; select those Federal departments, agencies, or entities which shall be members of the JTRB; and specify the functions it shall perform."

II. Purpose

a. The Joint Telecommunications Resources Board is hereby established to assist the Director, OSTP in the exercise of those non-wartime emergency telecommunications functions assigned by E.O. 12472. The Board will serve as the deliberative and recommending body for the Executive Office of the President, and ultimately the President, thereby providing a cohesive process for ensuring the provision of necessary telecommunications information and advice to them, and facilitating concerted timely decisionmaking and execution of assigned emergency responsibilities by individual Federal entities under the overall guidance of the President and the Director, OSTP.

b. As required, the JTRB may also be convened to act in support of major Federal exercises or to consider non-wartime emergency telecommunications policies and procedures.

III. Authorities

a. Communications Act of 1934 (47 U.S.C. 151 et seq.), as amended.

b. Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, April 3, 1984 (49 Fed. Reg. 13471).

IV. Applicability and Scope of Responsibility

a. The provisions of this Procedure are applicable to all Federal entities with non-wartime emergency telecommunications management responsibilities.

b. The JTRB's basic role is to monitor potential or actual telecommunications emergency situations that pose significant threats to telecommunications facilities or services, and situations that may create the need for extraordinary telecommunication support. Extraordinary telecommunications support is defined as being those requirements for services or responses that are beyond the normal procedures and/or capabilities of individual commercial carriers or government agencies. The type of situations that might result in a telecommunications emergency include:

- (1) telecommunications damage or congestion as a result of major disasters (e.g., hurricanes, tornadoes, floods, earthquakes, earth slides, blizzards, tidal waves, etc.) or critical situations (e.g., fires, explosions, epidemics, civil disturbances, escaping lethal gases, power blackouts, etc.);

- (2) major failures or disruptions of overseas transmission systems (ocean cables, satellites, earth stations) or the interruption or drastic reduction in telecommunications services to foreign countries beset by major disasters, emergencies, or internal problems;
- (3) regional or national situations where unusual events or reports create public concern or confusion to the extent that abnormal telecommunications traffic patterns or congestion develop for an extended period;
- (4) cases of known, suspected, or attempted sabotage of major telecommunications installations or facilities, or major industry work stoppages with the potential to significantly affect telecommunications operations; and
- (5) significant curtailments in service on government telecommunications networks or facilities due to technical or operational problems, traffic situations, etc.

c. In the execution of its basic role, the JTRB will be supported by the National Communications System organizational structure utilizing the resources of the National Communications System (NCS)/Defense Communications Agency (DCA) Operations Center (OC), the National Coordinating Center (NCC), the Federal Emergency Management Agency's Emergency Information Coordinating Center (EICC), and other Federal agency operations centers as necessary.

V. Functions

a. The JTRB will, as a minimum, perform the following general functions:

- (1) as requested, review information submitted to the Chairman, JTRB and the CMC, evaluate response and support requirements, and provide recommendations to appropriate Executive Office officials;
- (2) facilitate the concerted exercise of non-wartime emergency telecommunications authorities and responsibilities by individual Federal entities;
- (3) advise and assist in the resolution of competing demands for telecommunications services, and any necessary service reprioritizations resulting from specific non-wartime emergency situations; and
- (4) meet at the call of the Chairman, JTRB during non-emergency situations to support major Federal exercises or to consider non-wartime emergency telecommunications policies and procedures.

b. To execute these general functions, to support the operations of the CMC, and to provide the necessary information to the President, Vice-President, National Security Council, and Office of Science and Technology Policy, the JTRB and those Federal entities with non-wartime emergency telecommunications management responsibilities shall also implement the following information exchange process:

(1) General

(a) The NCS/DCAOC, the NCC and the FEMA EICC will be the primary focuses for reports on any of the continuum of telecommunications emergency events described herein. The Manager, NCS and the Director, FEMA will ensure that all information regarding potential and/or actual emergency situations with significant telecommunications implications is brought to the attention of the CMC and the Chairman, JTRB, in a coordinated manner.

(b) This process will permit effective monitoring of potential and actual emergency situations by the CMC and JTRB and facilitate the undertaking of any Federal emergency responses needed beyond those already being carried out by responsible agencies as part of their established emergency response procedures.

(2) Reporting/Notification

(a) All Federal departments and agencies experiencing severe telecommunications network or system events or receiving information regarding potential or actual emergency situations with significant telecommunications implications are to forward this information to the NCS/DCAOC. Primary sources of this information, in addition to the agency telecommunications management organizations, are the NCC and the FEMA EICC.

(b) The Manager, NCS and the Director, FEMA will evaluate the information received from Federal operating elements and other sources and determine, based on the notification criteria described below, whether the telecommunications implications are significant enough to warrant concurrent notification of the Chairman, JTRB and the CMC. As appropriate, the Chairman will notify members of the Board.

(3) Notification Criteria/Thresholds

Upon receipt of information regarding potential or actual telecommunications emergency situations, the Manager, NCS and the Director, FEMA, where appropriate in consultation with each other, the NCC, and the FEMA EICC, will evaluate situations in terms of whether (a) they pose significant threats to telecommunications facilities or services, or (b) they create a need for extraordinary telecommunications support. Examples of situations that could be judged to pose significant threats to telecommunications facilities or services or create a need for extraordinary telecommunications support are those enumerated in paragraph IV b. of this Procedure.

(4) Information To Support Notifications

(a) Initial Situation Report. Initial reports to the Chairman, JTRB and to the CMC will convey the minimum essential information to permit assessment of the potential or actual threat or extraordinary telecommunications requirements posed by the situations and to facilitate any Federal response. It is anticipated that such minimum essential information would include:

1. type and extent of emergency, disaster, or extraordinary situation;
2. location or area the emergency, disaster, or extraordinary situation is expected to cover;
3. anticipated time of emergency, disaster, or extraordinary situation;
4. local actions being taken in the telecommunications area; and
5. possible support required.

This information is to be transmitted either by voice, message, or electronic media. Permanent record of such transmissions will be maintained by the NCS/DCAOC, the NCC or the FEMA EICC, as appropriate.

(b) Status Reports. Following initial notifications, the Manager, NCS and the Director, FEMA will provide brief update reports, as warranted by further developments, to the Chairman, JTRB, and, when so requested by the Chairman, to other members of the JTRB or the CMC.

(c) Additional Information Requirements.
Requirements for additional information will be initiated directly by the Chairman, JTRB, or thru the CMC, to the Manager, NCS and/or the Director, FEMA.

VI. Membership

a. As prescribed by Section 2(b)(3) of E.O. 12472 the Director, OSTP shall chair the JTRB.

b. The Director, OSTP has selected the following Federal entities to serve on the JTRB, and has requested that they be represented thereon by the noted officials:

- (1) Department of Defense (DoD), by the Assistant Secretary for Command, Control, Communications and Intelligence;
- (2) Department of Commerce (DoC), by the Assistant Secretary for Communications and Information;
- (3) General Services Administration, by the Commissioner, Information Resources Management Service;
- (4) Federal Emergency Management Agency, by the Assistant Associate Director for Information Resources Management;
- (5) Federal Communications Commission, by the Defense Commissioner; and
- (6) National Communications System, by the Manager.

APPENDIX B - MINUTES OF JOINT TELECOMMUNICATIONS
RESOURCES BOARD MEETING

APPENDIX A - MINUTES OF JOINT TELECOMMUNICATIONS
RESOURCES BOARD MEETING

INTRODUCTION

The inaugural meeting of the Joint Telecommunications Resources Board (JTRB) was convened in room 208 of the Old Executive Office Building at 4:00 p.m., Wednesday, July 24, 1985. The chairman, Dr. George Keyworth, Director of the Office of Science and Technology Policy (OSTP), welcomed the representatives for the Federal organizations represented on the JTRB (see attached list of attendees).

PURPOSE

The primary purpose for convening the Board was to review and approve the Interim JTRB Standard Operating Procedures. Dr. Keyworth emphasized that the JTRB was created to assist OSTP by helping to develop telecommunications policy and strategems to maintain the viability of the nation's telecommunications infrastructure in times of emergency. He indicated that the JTRB should function much like a corporate board of directors in planning for telecommunications emergencies and acting as advisors regarding the allocation of telecommunications assets during telecommunications emergencies.

AGENDA

The agenda for the meeting was distributed in advance and consisted of:

- . Background and authorities for JTRB
- . Approval of Standard Operating Procedure
- . Comments on related issues
 - Emergency plan for radio spectrum
 - National Plan for Communications Support in Emergencies
- . Discussion of required future actions
- . Assignment of tasks; closing remarks

Background and authorities for JTRB. Dr. Roesch explained the authority of the JTRB and its role in telecommunications emergencies. He expanded on Dr. Keyworth's corporate board concept and noted that all Federal telecommunications policymakers were represented on the JTRB. Federal organization participants were selected based on the extent of their communication assets, potential control over assets, or importance of their responsibilities to effective execution of the mission of the JTRB.

Review of JTRB Standard Operating Procedure (SOP).

Mr. MacPherson reviewed the proposed JTRB SOP discussing its application and describing its background purposes, the conditions under which the JTRB would be convened, the functions of the JTRB, and the information exchange process vital to support the JTRB. The specific responsibilities of the JTRB member organizations were also explained (a copy of the briefing is attached). General discussion ensued with particular mention made of the conditions requisite to convening the Board. Finally, Mr. MacPherson indicated that additional work needed to be done to fully implement the SOP, and it was proposed that:

- JTRB Task Force develop harmonized CMC, NCS/DCAOC, NCC, and FEMA/EICC procedures regarding:
 - How and what to report to CMC and Chairman, JTRB
 - Identifying telecommunications emergency situations
 - Evaluating potential threats to telecommunications
 - Submitting initial situation and status reports
 - Coordination of activities
- The Task Force report back to JTRB at next meeting.

Approval of Standard Operating Procedure. Dr. Keyworth thanked Mr. MacPherson and the NCS for their efforts in developing the Interim SOP. The members were requested to approve the document. All parties concurred that the Interim SOP as written was an adequate enabling document, and it was approved. Dr. Keyworth then stated that the Interim SOP would be formally transmitted to each member

(enclosed). The members also approved the proposal for a JTRB Task Force to develop harmonized CMC, NCS/DCAOC, NC and FEMA/EICC procedures.

Emergency Plan for Radio Spectrum. Mr. Reinke briefed the JTRB on emergency procedures involving the domestic radio spectrum and commented on the priority system governing emergency use of radio frequencies. An emergency plan detailing the system has been prepared and forwarded to the White House for approval. Dr. Keyworth noted that a letter approving the plan (The Emergency Readiness Plan for Use of the Radio Spectrum) was being prepared and would be sent to the Secretary of Commerce shortly. (The approval letter was mailed on July 26, 1985.)

National Plan for Communications support in Emergencies and Major Disasters. Mr. Grimes spoke about the National Plan for Communications Support in Emergencies and Major Disasters noting that the existing plan required changes to make it current. He explained that the National Security Advisor had sent a memorandum to the Executive Agent of the NCS (The Secretary of Defense) requesting revision of the plan (R. C. McFarlane memo, July 15, 1985).

Mr. Minkel stated that the present plan primarily is concerned with Federal government requirements and telecommunications priorities. Mr. Minkel suggested that other entities including state and local governments, hospitals and utility companies also have emergency telecommunications requirements. He recommended that the needs of these non-Federal Government organizations be considered by the Board and the NCS.

Discussion of required future actions. Mr. Carr introduced an item citing the recent public telephone network overload due to a spate of calls for rock concert tickets. He questioned whether the JTRB should be convened for situations of this type that could last for a period of days, whatever the reason. The Capital Region depends to an extraordinary degree on the public switched network, and its incapacity would isolate large portions of the Federal Government. He recommended that the extent of anticipated JTRB activity in emergency situations be determined in some manner. In response, LtGen Powers suggested that a scenario be generated to help determine the limits of JTRB responsibility. He added that the JTRB could devote some time at its next meeting to gaming the scenario to help establish a consensus. He volunteered the NCS to compose such a scenario and send it to the principals in advance of the next JTRB meeting. Dr. Keyworth (OSTP) accepted this suggestion.

In the same vein, Dr. Keyworth stated that only high-level matters requiring decisions should be addressed to the JTRB. Matters requiring decisions should be addressed to the JTRB. Matters of lesser importance would be handled better by a working group. It was agreed by the members that working groups would facilitate the decision process for the JTRB and relieve it of researching issues. He recommended that the Manager, NCS serve as the lead for working group activities. LtGen Powers (NCS) agreed to assume that responsibility.

Mr. Campbell of FEMA indicated that there were several elements of information concerning a geographically constrained emergency that his agency would bring to the JTRB process. These elements of information would include: 1) extent of damage in the geographical area, 2) emergency recovery forces on site, 3) available communications, and 4) projected recovery plans. He advocated their consideration in JTRB decision making.

Assignment of Tasks; Closing Remarks. Dr. Keyworth closed the meeting summarizing several points. He thanked LtGen Powers for NCS assistance in establishing the JTRB. He indicated that the NCS should remain in the focal point for planning and other activities related to the JTRB, and that the Manager, NCS should take the lead with respect to the JTRB Task Force established to develop harmonized procedures. Dr. Roesch was tasked to work closely with the NCS to identify future items that should become part of the JTRB agenda. 

Dr. Keyworth further requested that the NCS brief the revised National Plan for Communications Support in Emergencies and Major Disasters at the next meeting. He stated that the meeting would be convened in late fall. Dr. Roesch noted that the meeting should be classified so that more sensitive issues could be addressed.

The meeting adjourned at 5:00 p.m.

Sincerely,

Maurice A. Roesch, III
Executive Secretary

Enclosures

List Of Attendees

Office of Science and Technology Policy (OSTP)

Dr. George Keyworth
Dr. Maurice Roesch

Department of Defense (DoD)

Dr. Thomas Quinn
William Cook

Department of Commerce (DOC)

William Gamble
Roger Reinke

General Services Administration (GSA)

Frank Carr

Federal Emergency Management Agency (FEMA)

Bruce Campbell

Federal Communications Commission (FCC)

Edward Minkel

National Security Council (NSC)

John Grimes
Rodney McDaniel

National Communications System (NCS)

LtGen Winston Powers
Ben Morriss
J. Randolph MacPherson

NSC
Dave Bishop - [CMC] → 345-5132

Ken Larkin

345-7311

July 1985

MAILING LIST/JOINT TELECOMMUNICATIONS RESOURCE BOARD

The Honorable Donald Latham
Assistant Secretary for Command, Control,
Communications & Intelligence (C³I)
Department of Defense
Washington, DC 20301-3040

LGEN Winston D. Powers, USAF
Director
Defense Communications Agency
Washington, DC 20305-2000

The Honorable David J. Markey
Assistant Secretary for Communications
and Information
Department of Commerce
14th St. & Constitution Ave., NW
Room 4898
Washington, DC 20230

The Honorable Mimi W. Dawson
Defense Commissioner
Federal Communications Commission
1919 M St., NW (Rm. 826)
Washington, DC 20554

Mr. Frank J. Carr
Assistant Administrator for Information
Resources Management
General Services Administration
18th & F Sts., NW (Rm. 3240)
Washington, DC 20405

Mr. Bruce J. Campbell
Assistant Associated Director for Information
Resources Management
Federal Emergency Management Agency
500 C Street, SW
Washington, DC 20472

John Grimes and Rod McDaniel (NSC Staff)

JOINT TELECOMMUNICATIONS RESOURCE BOARD (JTRB)

<u>NAME</u>	<u>ORGAN</u>	<u>TITLE</u>	<u>PHONE</u>	<u>ADDRESS</u>
Dr. Geo. A. KEYWORTH III	OSTP	Director	x7116	OEOB Rm 360
John GRIMES	NSC			
Rod McDANIEL	NSC			
Donald LATHAM	OSD	Assistant Secretary of Defense for Command, Control, Communications, Control and Intelligence	695-0348	
LtGen Winston D. POWERS	DCA	Manager, National Communications System (Director, Defense Communications Agency)	692-0018	
Mimi W. DAWSON (Ed MINKEL)	FCC	Defense Commissioner	632-6446	
Frank CARR	GSA	Assistant Administrator for Information Resources Management	566-1000	18th & F
Chas HUTCHISON <i>Wm. Campbell</i>	DOC	Assistant Secretary for Communications and Information	377-1840 0805 <i>1850</i>	
Bruce CAMPBELL	FEMA	Assistant Associate Director for Information Resources Management	646-2965	

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY
WASHINGTON, D.C. 20506

July 22, 1985

MEMORANDUM FOR THE ASSISTANT SECRETARY OF DEFENSE FOR
COMMAND, CONTROL, COMMUNICATIONS
AND INTELLIGENCE
MANAGER, NATIONAL COMMUNICATIONS SYSTEM
ASSISTANT SECRETARY FOR COMMUNICATIONS
AND INFORMATION, DEPARTMENT OF COMMERCE
DEFENSE COMMISSIONER,
FEDERAL COMMUNICATIONS COMMISSION
ASSISTANT ADMINISTRATOR FOR INFORMATION
RESOURCES MANAGEMENT,
GENERAL SERVICES ADMINISTRATION
ASSISTANT ASSOCIATE DIRECTOR FOR
INFORMATION RESOURCES MANAGEMENT,
FEDERAL EMERGENCY MANAGEMENT AGENCY

FROM:

G. A. KEYWORTH *GA Keyworth*

SUBJECT:

Joint Telecommunications Resource Board (JTRB)
Meeting Agenda

By previous correspondence the first meeting of the JTRB has been called for Wednesday, July 24, 1985 from 4:00-5:00 PM in Room 208 of the Old Executive Office Building. Dr. George A. Keyworth, Director will chair the meeting. The agenda for the meeting is as follows:

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- Approval of Standard Operating Procedure Chairman
- Comments on Related Issues
 - Emergency Plan for Radio Spectrum Commerce/NTIA
 - National Plan for Communications Support in Emergencies NSC
- Brief Discussion of Needed Future Actions Led by OSTP
- Closing Remarks and Assignment of Tasks Chairman



NATIONAL COMMUNICATIONS SYSTEM
OFFICE OF THE MANAGER
WASHINGTON, D. C. 20305 - 2010

IN REPLY REFER TO:

NCS-A

28 March 1985

MEMORANDUM FOR NCS REPRESENTATIVE, DEPARTMENT OF DEFENSE
NCS REPRESENTATIVE, GENERAL SERVICES ADMINISTRATION
NCS REPRESENTATIVE, FEDERAL EMERGENCY MANAGEMENT AGENCY
NCS REPRESENTATIVE, NATIONAL TELECOMMUNICATIONS AND
INFORMATION ADMINISTRATION
NCS REPRESENTATIVE, FEDERAL COMMUNICATIONS COMMISSION

SUBJECT: Joint Telecommunications Resources Board

1. By memorandum dated 30 July 1984 the Director, Office of Science and Technology Policy, Executive Office of the President, established the Joint Telecommunications Resources Board (JTRB), and distributed for review and comment draft Interim Standard Operating Procedures (SOPs) for the JTRB. Several comments were submitted and CSTP subsequently directed the Office of the Manager, NCS to revise the draft SOPs to address those comments.
2. A revised draft of the SOPs has been prepared and informally coordinated with some of you. OSTP has requested that I distribute it to all JTRB member organizations for further review and concurrence or further comment as necessary.
3. Accordingly, enclosed is the revised draft of the Interim SOPs for the JTRB. Your organization's concurrence or further comment should be forwarded to the undersigned no later than 12 April 1985.
4. Any questions regarding this matter may be referred to me at 692-6957.

1 Enclosure a/s

NCS Distribution	
NCS-D	I
NCS-AD	I
NCS-A	
NCS-CBI	
NCS-SA	
NCS-PP	I
NCS-EP	I
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Assistant to the Manager
Commercial Communications

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INTERIM STANDARD OPERATING PROCEDURES
FOR
JOINT TELECOMMUNICATIONS RESOURCES BOARD

I. Background

a. By Executive Order No. 12046, Relating to the Transfer of Telecommunications Functions, March 27, 1978, the Director of the Office of Science and Technology Policy (OSTP) was assigned the responsibility for preparing to direct the exercise of the President's war power functions contained in Section 606 of the Communications Act of 1934, as amended. Existing Federal emergency plans (e.g., Federal Emergency Plan D, Annex C-XI) have also recognized OSTP's responsibility and designated the Director, OSTP as the Nation's telecommunications resource manager under conditions of national emergency (i.e., war). Executive Order 12472, "Assignment of National Security and Emergency Preparedness Telecommunications Functions", April 3, 1984, reaffirmed that the Director, OSTP is responsible for directing the exercise of the Section 606 Presidential war powers. Under conditions of national emergency in which the President's war powers (Section 606) are invoked, there is thus a visible single authority for telecommunications resource management which is clearly assigned the responsibility for serving as the authoritative channel of emergency telecommunications information and advice to the President.

b. There are however, a range of situations that do not justify the exercise of the President's war powers under Section 606 of the Communications Act of 1934 or the implementation of Federal Emergency Plan D, but yet require response by the Federal government and, therefore, Executive Office of the President attention and direction. Such situations include:

- (1) presidentially-declared emergencies and major disasters;
- (2) Federal Emergency Management Agency (FEMA)-declared extraordinary situations; and
- (3) critical situations which have the potential for developing into emergencies/major disasters, extraordinary situations, or national emergencies.

While the FEMA has been implementing an Integrated Emergency Management System concept to provide a consistent management structure across the continuum of emergency situations, until recently there has been no single clearly identified or visible authority that the President could turn to for emergency telecommunications information and advice to support decisionmaking across this continuum.

c. Executive Order No. 12472 recognized this gap and Section 2(b) thereof assigned specific non-wartime emergency telecommunications functions to the National Security Council and the Director of the Office of Science and Technology Policy as follows:

"(b) Non-Wartime Emergency Functions. (1) The National Security Council shall:

a. Advise and assist the President in coordinating the development of policy, plans, programs and standards within the Federal government for the identification, allocation, and use of the Nation's telecommunications resources by the Federal government, and by State and local governments, private industry and volunteer organizations upon request, to the extent practicable and otherwise consistent with law, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law; and

b. Provide policy direction for the exercise of the President's non-wartime emergency telecommunications functions, should the President so instruct.

(2) The Director of the Office of Science and Technology Policy shall provide information, advice, guidance and assistance, as appropriate, to the President and to those Federal departments and agencies with responsibilities for the provision, management, or allocation of telecommunications resources, during those crises or emergencies in which the exercise of the President's war power functions is not required or permitted by law;

(3) The Director of the Office of Science and Technology Policy shall establish a Joint Telecommunications Resources Board (JTRB) to assist him in the exercise of the functions specified in this subsection. The Director of the Office of Science and Technology Policy shall serve as chairman of the JTRB; select those Federal departments, agencies, or entities which shall be members of the JTRB; and specify the functions it shall perform."

II. Purpose

a. The Joint Telecommunications Resources Board is hereby established to assist the Director, OSTP in the exercise of those non-wartime emergency telecommunications functions assigned by E.O. 12472. The Board will serve as the deliberative and recommending body for the Executive Office of the President, and ultimately the President, thereby providing a cohesive process for ensuring the provision of necessary telecommunications information and advice to them, and facilitating concerted timely decisionmaking and execution of assigned emergency responsibilities by individual Federal entities under the overall guidance of the President and the Director, OSTP.

b. As required, the JTRB may also be convened to act in support of major Federal exercises or to consider non-wartime emergency telecommunications policies and procedures.

III. Authorities

a. Communications Act of 1934 (47 U.S.C. 151 et seq.), as amended.

b. Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, April 3, 1984 (49 Fed. Reg. 13471).

IV. Applicability and Scope of Responsibility

a. The provisions of this Procedure are applicable to all Federal entities with non-wartime emergency telecommunications management responsibilities.

b. The JTRB's basic role is to monitor potential or actual telecommunications emergency situations that pose significant threats to telecommunications facilities or services, and situations that may create the need for extraordinary telecommunication support. Extraordinary telecommunications support is defined as being those requirements for services or responses that are beyond the normal procedures and/or capabilities of individual commercial carriers or government agencies. The type of situations that might result in a telecommunications emergency include:

- (1) telecommunications damage or congestion as a result of major disasters (e.g., hurricanes, tornadoes, floods, earthquakes, earth slides, blizzards, tidal waves, etc.) or critical situations (e.g., fires, explosions, epidemics, civil disturbances, escaping lethal gases, power blackouts, etc.);

- (2) major failures or disruptions of overseas transmission systems (ocean cables, satellites, earth stations) or the interruption or drastic reduction in telecommunications services to foreign countries beset by major disasters, emergencies, or internal problems;
- (3) regional or national situations where unusual events or reports create public concern or confusion to the extent that abnormal telecommunications traffic patterns or congestion develop for an extended period;
- (4) cases of known, suspected, or attempted sabotage of major telecommunications installations or facilities, or major industry work stoppages with the potential to significantly affect telecommunications operations; and
- (5) significant curtailments in service on government telecommunications networks or facilities due to technical or operational problems, traffic situations, etc.

c. In the execution of its basic role, the JTRB will be supported by the National Communications System organizational structure utilizing the resources of the National Communications System (NCS)/Defense Communications Agency (DCA) Operations Center (OC), the National Coordinating Center (NCC), the Federal Emergency Management Agency's Emergency Information Coordinating Center (EICC), and other Federal agency operations centers as necessary.

V. Functions

a. The JTRB will, as a minimum, perform the following general functions:

- (1) as requested, review information submitted to the Chairman, JTRB and the CMC, evaluate response and support requirements, and provide recommendations to appropriate Executive Office officials;
- (2) facilitate the concerted exercise of non-wartime emergency telecommunications authorities and responsibilities by individual Federal entities;
- (3) advise and assist in the resolution of competing demands for telecommunications services, and any necessary service reprioritizations resulting from specific non-wartime emergency situations; and
- (4) meet at the call of the Chairman, JTRB during non-emergency situations to support major Federal exercises or to consider non-wartime emergency telecommunications policies and procedures.

b. To execute these general functions, to support the operations of the CMC, and to provide the necessary information to the President, Vice-President, National Security Council, and Office of Science and Technology Policy, the JTRB and those Federal entities with non-wartime emergency telecommunications management responsibilities shall also implement the following information exchange process:

(1) General

(a) The NCS/DCAOC, the NCC and the FEMA EICC will be the primary focuses for reports on any of the continuum of telecommunications emergency events described herein. The Manager, NCS and the Director, FEMA will ensure that all information regarding potential and/or actual emergency situations with significant telecommunications implications is brought to the attention of the CMC and the Chairman, JTRB, in a coordinated manner.

(b) This process will permit effective monitoring of potential and actual emergency situations by the CMC and JTRB and facilitate the undertaking of any Federal emergency responses needed beyond those already being carried out by responsible agencies as part of their established emergency response procedures.

(2) Reporting/Notification

(a) All Federal departments and agencies experiencing severe telecommunications network or system events or receiving information regarding potential or actual emergency situations with significant telecommunications implications are to forward this information to the NCS/DCAOC. Primary sources of this information, in addition to the agency telecommunications management organizations, are the NCC and the FEMA EICC.

(b) The Manager, NCS and the Director, FEMA will evaluate the information received from Federal operating elements and other sources and determine, based on the notification criteria described below, whether the telecommunications implications are significant enough to warrant concurrent notification of the Chairman, JTRB and the CMC. As appropriate, the Chairman will notify members of the Board.

(3) Notification Criteria/Thresholds

Upon receipt of information regarding potential or actual telecommunications emergency situations, the Manager, NCS and the Director, FEMA, where appropriate in consultation with each other, the NCC, and the FEMA EICC, will evaluate situations in terms of whether (a) they pose significant threats to telecommunications facilities or services, or (b) they create a need for extraordinary telecommunications support. Examples of situations that could be judged to pose significant threats to telecommunications facilities or services or create a need for extraordinary telecommunications support are those enumerated in paragraph IV b. of this Procedure.

(4) Information To Support Notifications

(a) Initial Situation Report. Initial reports to the Chairman, JTRB and to the CMC will convey the minimum essential information to permit assessment of the potential or actual threat or extraordinary telecommunications requirements posed by the situations and to facilitate any Federal response. It is anticipated that such minimum essential information would include:

1. type and extent of emergency, disaster, or extraordinary situation;
2. location or area the emergency, disaster, or extraordinary situation is expected to cover;
3. anticipated time of emergency, disaster, or extraordinary situation;
4. local actions being taken in the telecommunications area; and
5. possible support required.

This information is to be transmitted either by voice, message, or electronic media. Permanent record of such transmissions will be maintained by the NCS/DCAOC, the NCC or the FEMA EICC, as appropriate.

(b) Status Reports. Following initial notifications, the Manager, NCS and the Director, FEMA will provide brief update reports, as warranted by further developments, to the Chairman, JTRB, and, when so requested by the Chairman, to other members of the JTRB or the CMC.

(c) Additional Information Requirements.
Requirements for additional information will be initiated directly by the Chairman, JTRB, or thru the CMC, to the Manager, NCS and/or the Director, FEMA.

VI. Membership

- a. As prescribed by Section 2(b)(3) of E.O. 12472 the Director, OSTP shall chair the JTRB.
- b. The Director, OSTP has selected the following Federal entities to serve on the JTRB, and has requested that they be represented thereon by the noted officials:
 - (1) Department of Defense (DoD), by the Assistant Secretary for Command, Control, Communications and Intelligence;
 - (2) Department of Commerce (DoC), by the Assistant Secretary for Communications and Information;
 - (3) General Services Administration, by the Assistant Administrator, Office of Information Resources Management;
 - (4) Federal Emergency Management Agency, by the Assistant Associate Director for Information Resources Management;
 - (5) Federal Communications Commission, by the Defense Commissioner; and
 - (6) National Communications System, by the Manager.

Joint Telecommunications Resources Board July 30, 1984
Rev. September 20, 1984

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Member:

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Joint Telecommunications Resources Board July 30, 1984
(Rev. September 20, 1984)

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