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Joint Telecommunications Resource Board 1989

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

January 3, 1989

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

SUBJECT: PROPOSED CHANGES TO JOINT TELECOMMUNICATIONS
RESOURCES BOARD STANDARD OPERATING PROCEDURES

At our February 11, 1988, meeting Lieutenant General John T. Myers, Manager, National Communications System (NCS), agreed to complete a review of the roles, responsibilities and purpose of the Joint Telecommunications Resources Board (JTRB) and to circulate the study to Board members for their consideration and comment. A draft study, "The Evolutionary Roles and Missions of the Joint Telecommunications Resources Board," was forwarded to members on March 1, 1988. Subsequently, all members commented on the study and its conclusions. This memorandum forwards a revised draft of the JTRB Standard Operating Procedures (SOP) which incorporates the major recommendations included in member responses to the study. Additions to the SOP are presented in shaded type and deletions are shown as strikeouts.

The JTRB member responses fall into two categories: those comments that address the study itself and suggestions for improving it, and those recommendations concerning conclusions reached in the study. No further action has been taken concerning revisions to the study since its purpose was not to be a finalized document, but rather a review of the JTRB's background and purpose and a device for eliciting the comments and recommendations concerning the need for any expansion of JTRB roles and missions.

There were two basic recommendations for expanding the JTRB role, specifically with respect to modifying the JTRB SOP: (1) to include the JTRB role as the Telecommunications Functional Group under the provisions of the National System for Emergency Coordination, and (2) the Federal Communications Commission's role in JTRB proceedings as one of representing the private sector when there are competing government and private sector requirements. These recommendations have been incorporated into the attached revised draft.

Please review the attached draft SOP and provide your comments to me by January 13, 1989. We will consolidate your inputs and schedule a JTRB meeting to review your suggestions.

Also at that meeting it would be beneficial to conduct another tabletop exercise to consider problems the JTRB could encounter during an emergency. The OMNCS is developing issues now for this exercise. Your input into the development of relevant issues would enhance the utility of this exercise immeasurably. Please provide any issues you deem appropriate for JTRB consideration in this exercise to Mr. Bill Belford, of the Office of the Manager, NCS, (746-1300) at your earliest convenience, but preferably not later than January 13, 1989.



William R. Graham
Director

Attachment:
Draft SOP

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)~~ wartime emergency. 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 emergency powers (formerly Section 606 and now Section 706) ~~are~~ have been invoked, there is ~~thus~~ a visible single authority for telecommunications resource management ~~that 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 non-wartime 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 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 telecommunication 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, 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 telecommunication 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 telecommunication 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."

d. More recently, on January 19, 1988, a White House Memorandum announced Presidential approval of a National System for Emergency Coordination (NSEC). Its purpose is to provide timely, effective, and coordinated assistance to State and local governments in extreme catastrophic technological, natural, or other domestic emergencies of national significance. When the NSEC is activated, the Federal Government's response to major domestic crises will be consistent with current emergency plans,

and will use existing domestic and national security crisis information and management systems.

e. The NSEC calls for functional groups to be established at the national level to support and coordinate relief operations, assess problems, propose solutions and facilitate resolution of specific emergency functional needs. A Telecommunications Functional Group is one of the interagency functional groups which could be activated, depending on the nature of the crisis. The NSEC assigns responsibility for the Telecommunications Functional Group to the Office of Science and Technology Policy/National Communications System.

II. Purpose

a. The Joint Telecommunications Resources Board is hereby established to assist the Director, OSTP, in the exercise of those non-wartime emergency telecommunication functions assigned by E.O. 12472 and to support the OSTP/NCS as the Telecommunications Functional Group within the NSEC as prescribed by White House Memorandum dated 19 January 1988. 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 telecommunication policies and procedures.

III. Authorities-References

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).

c. White House Memorandum, National System for Emergency Coordination, 19 January 1988 (the NSEC Charter).

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 telecommunication facilities or services, and situations that may create the need for extraordinary telecommunication support, and to function as the Telecommunications Functional Group when the NSEC is activated. 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 activation of the JTRB 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 telecommunication 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 telecommunication installations or facilities, or major industry work stoppages with the potential to significantly affect telecommunication operations; and
- (5) significant curtailments in service on government telecommunication networks or facilities due to technical or operational problems, traffic situations, etc.
- (6) extreme catastrophic technological, natural, or other domestic emergencies of national significance in response to which the President has activated the NSEC and the National Coordinator has determined that the Telecommunications Functional Group should be activated.

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 operation centers as necessary.

d. When functioning as the NSEC Telecommunications Functional Group, the JTRB may also be supported by Regional Functional Groups authorized under the NSEC charter. It is envisioned that the regional functional groups for telecommunications will be organized and function in accordance with the procedures established in the National Plan for Telecommunications Support in Non-Wartime Emergencies.

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 Crisis Management Center (CMC), evaluate response and support requirements, and provide recommendations to appropriate Executive Office officials;
- (2) facilitate the concerted exercise of non-wartime emergency telecommunication authorities and responsibilities by individual Federal entities;
- (3) advise and assist in the resolution of competing demands for telecommunication 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 telecommunication policies and procedures;
- (5) as the Interagency Functional Group for Telecommunications within the NSEC, conduct risk assessments, identify and prioritize contingencies for which emergency plans are needed, provide external liaison and situation assessments, and test Federal emergency responses structures and plans.

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 telecommunication implications is brought to the attention of the CMC and the Chairman, JTRB, in a coordinated manner.

(b) The FCC will ensure that the views and concerns of private sector telecommunication entities are conveyed to the Director, OSTP, and the JTRB, and will articulate private sector interests in situations where there are competing private sector and Government requirements.

(c) 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 telecommunication 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 telecommunication 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 telecommunication facilities or services; or (b) they create a need for extraordinary telecommunication support. Examples of situations that could be judged to pose significant threats to telecommunication 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 telecommunication 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 and the NSEC charter, the Director, OSTP, shall chair the JTRB and serve as the NSEC National Coordinator if designated by the President under NSEC provisions.

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.



NATIONAL COMMUNICATIONS SYSTEM

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

IN REPLY
REFER TO:

NCS-EP-0

January 12, 1989

Dr. William R. Graham
Director
Office of Science and Technology Policy
Executive Office of the President
Washington, D. C. 20506

Dear Dr. Graham:

This letter is in response to your memorandum of
January 3, 1989, requesting our comments on the proposed
changes to the Joint Telecommunications Resources Board
Standard Operating Procedures.

The National Communications System concurs with the proposed
changes to the Joint Telecommunications Resources Board
Standard Operating Procedures.

Sincerely,

A handwritten signature in dark ink, appearing to read "John T. Myers", followed by a long horizontal line.

JOHN T. MYERS
Lieutenant General, USA
Manager

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF SCIENCE AND TECHNOLOGY POLICY
WASHINGTON, D.C. 20505

PRIORITY

DATE: January 18, 1989

TO: Mr. Bill Belford
ADDRESS: NCS

TELEPHONE NUMBER: 746-1261

FAX NUMBER: 557-5012 or 557-1090

FROM: John F. O'Neil

TELEPHONE NUMBER: 395-3272

FAX NUMBER: (202) 395-3462

NUMBER OF PAGES, INCLUDING COVER SHEET: # 4 5

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UNITED STATES DEPARTMENT OF COMMERCE
National Telecommunications and
Information Administration
Washington, D.C. 20230

January 13, 1989

MEMORANDUM TO: William R. Graham
Director
Office of Science and Technology Policy

FROM: *CAS* Charles G. Schott III
Deputy Assistant Secretary

SUBJECT: Proposed Changes to Joint
Telecommunications Resources Board (JTRB)
Standard Operating Procedures

This responds to your memo of January 3, 1989, requesting comments. As you note, the significant changes involve the specific inclusion of the Telecommunications Functional Group, provisions for which are set forth in the charter of the National System for Emergency Coordination (NSEC).

The proposed new paragraph IV. b. (6) could create some misunderstanding regarding the conditions under which the JTRB would be activated in its own right or under conditions that call for the activation of the NSEC. This could be clarified if subparagraph (6) was modified to read "... a situation in which the President has activated the NSEC and the National Coordinator has determined that the Telecommunications Functional Group should be activated." Without this change the reader could have a difficulty differentiating between "extreme catastrophic technological, natural, or other domestic emergencies of national significance" and those items listed in (1) to (5) of subparagraph IV. b. The proposed change eliminates a point of confusion but a basic inconsistency may still be present -- conditions for activation of the JTRB in its own right and under the NSEC scenario. This is a point for discussion at the forthcoming JTRB meeting.

The proposed addition of subparagraph V. a. (5) suggests certain JTRB duties that may be difficult to achieve. Conducting risk assessments, identifying and prioritizing contingencies, external liaison activities, etc. are currently performed by NCS and others, and can be resource intensive. Practically, the JTRB could evaluate and make judgments and decisions based on information provided to the Board.

- 2 -

The expanded role of the JTRB as suggested in the proposed changes would be impractical because, simply expressed, the JTRB has no assets of its own and is basically a high level decision making group. It must depend on the resources of its members or information provided to it for success. In summary, the JTRB duties under the NSEC scenario don't appear practical and should be cast in an advisory, decision making role where information is provided by the Regional Functional Groups and others for evaluation and decision. This could be accomplished by changing subparagraph V.a.(5) as follows:

(5) as the Interagency Functional Group for Telecommunications within the NSEC, evaluate and make recommendations regarding risk assessments, contingency and emergency planning priorities, external liaison and situation assessments, information needs and required actions.

FEDERAL COMMUNICATIONS COMMISSION
WASHINGTON, D.C. 20554

JAN 13 1989

Defense Director

Dr. William R. Graham
Director
Office of Science and Technology Policy
New Executive Office Building
Washington, D.C. 20506

Dear Dr. Graham:

Thank you for the opportunity to review the latest draft JTRB SOP. I was pleased to see the new language in Section V. pertaining to the FCC's role in representing the private sector. This language also reflects the JTRB's role in dealing with competing private sector and Government requirements. However, I believe it would still be appropriate to highlight this key role in Section V.a.(3) as we suggested in our previous comments.

Also, the FCC may receive reports on potential or actual emergencies which should be brought to your attention. Therefore, I believe Section V.b.(1) should be modified as we proposed.

It would also appear appropriate for the FCC to be directly involved in the initial decision to notify you of a potential emergency situation. This is consistent with our role to ensure that the private sector's interests are fully reflected in any recommendation to you. Therefore, I suggest modifying Sections V.b.(2)(b) and V.b.(3) as shown in the enclosure.

Finally, I would appreciate one edit to Section VI. All of our suggested changes to the current draft SOP are included in the enclosure.

I appreciate your consideration of our suggested changes and I look forward to discussing them at our next JTRB meeting.

Sincerely,

Alan R. Minkel

6-7 Edward J. Minkel
Defense Director

Enclosure

→ John M. Neil? WRG
Any problem with this?
Joe D 1/13

Is the Defense Director
the correct level?

John O
Joe 1/17

Enclosure

RECOMMENDED ADDITIONS TO THE DRAFT JTRB SOP
January 10, 1989

V.a.

(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, including competing government and private sector requirements; and

V.b.(1)

(a) The NCS/DCAOC, NCC, the FCC and the FEMA EICC will be the primary focuses for reports on any of the continuum of telecommunication emergency events described herein. The Manager, NCS, the Defense Director, FCC, and the Director, FEMA, will ensure that all information regarding potential and/or actual ...

V.b.(2)

(b) The Manager, NCS, the Defense Director, FCC, and the Director, FEMA, will evaluate the information received from Federal operating elements and other sources and determine, ...

V.b.(3)

Upon receipt of information regarding potential or actual telecommunications emergency situations, the Manager, NCS, the Defense Director, FCC, and the Director, FEMA, where appropriate in consultation with each other, the NCC, and the FEMA EICC, ...

VI.b.

(5) Federal Communications Commission, by the Defense Director; and

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

January 17, 1989

MEMORANDUM FOR WILLIAM R. GRAHAM

THROUGH: MICHELLE K. VAN CLEAVE *mkw*
FROM: JOHN F. O'NEIL *JFO*
SUBJECT: JTRB Meeting (INFORMATION MEMORANDUM)

This package is to assist you in chairing the JTRB meeting to be held at 3:00 p.m. on January 18, 1989, in Room 208, OEOB.

Attachments:

- TAB A - Suggested Opening Remarks
- TAB B - Suggested Closing Remarks
- TAB C - Agenda
- TAB D - Attendees/Seating Chart
- TAB E - Briefing Slides (DRAFT)
- TAB F - Minutes from Last Meeting
- TAB G - JTRB SOP
- TAB H - National System for Emergency Coordination

cc: Dr. Tom Rona
Michelle K. Van Cleave

Chairman's Talking Points
for
Joint Telecommunications Resources Board Meeting

Wednesday, January 18, 1989, 3:00 p.m.

Opening Remarks:

- Welcome to fifth meeting of the JTRB - probably the last of this membership composition.
- This is the first meeting in almost one year during which the OMNCS has been working on the SOP.
- Thank OMNCS for their hard work on the SOP.
- First purpose of meeting is to discuss proposed changes to SOP and to approve it.
- Second purpose is to discuss the next JTRB exercise, solicit your assistance and recommendations.
- I am sure you will not hesitate to raise questions/issues as we proceed.
- First briefing.

Chairman's Talking Points
for
Joint Telecommunications Resources Board Meeting

Wednesday, January 18, 1989, 3:00 p.m.

Closing Remarks:

- Next meeting will be _____ for a JTRB Tabletop exercise.
- It will come at a crucial time--a time to initiate the JTRB of the Bush Administration.
- Please pass other agenda items to John O'Neil.
- We will be in touch with your points of contact regarding exercise planning.
- Thanks to Bill Belford, Colonel Sparks, Ben Morriss (and LTG Myers) for the work they've done in support of the JTRB.
- Thank you all for attending. I appreciate all your support during my tenure as Chairman of the JTRB.
- Meeting adjourned.

Joint Telecommunications Resources Board Meeting
Room 208, Old Executive Office Building
Wednesday, January 18, 1989, 3:00 p.m.

AGENDA

Opening Remarks	Chairman
JTRB SOP Recommended Changes/Approval	Col Sparks
JTRB Tabletop Exercise Concept	Bill Belford
Exercise Discussion	
Closing Remarks	Chairman

Joint Telecommunications Resources Board Meeting
Room 208, Old Executive Office Building
Wednesday, January 18, 1989 - 3:00 p.m.

List of Attendees

Office of Science and Technology Policy (OSTP)

Dr. William R. Graham
Dr. Thomas P. Rona
Ms. Michelle K. Van Cleave
LtCol John F. O'Neil

Department of Defense (DoD)

Dr. Thomas P. Quinn
John Robert Anderson

Department of Commerce (DoC)

Charles G. Schott
Richard Parlow

General Services Administration (GSA)

Michael Corrigan
George Flynn
Jordan (Jerry) Brilliant

Federal Emergency Management Agency (FEMA)

Bruce J. Campbell
Lawrence Berenson

Federal Communications Commission (FCC)

Edward Minkel

National Security Council (NSC)

John Grimes

National Communications System (NCS)

Ben Morriss
Col Robert Sparks
William Belford

Joint Telecommunications Resources Board Meeting
Room 208, Old Executive Office Building
Wednesday, January 18, 1989, 3:00 p.m.

Seating Chart

George Flynn
GSA

Lawrence Berenson
FEMA

John Grimes
NSC

Bruce Campbell
FEMA

Charles Schott
DoC

Ben Morriss
NCS

Richard Parlow
DoC

Michelle Van Cleave
OSTP

Dr. Thomas Quinn
OSD

Ed Minkel
FCC

Michael Corrigan
GSA

Dr. Tom Rona
OSTP

Dr. Graham
Chairman



AGENDA

PART I

- Discuss proposed revisions to the Interim Standard Operating Procedures (SOP) for the Joint Telecommunications Resources Board (JTRB)

PART II

- Introduce the next exercise planned for JTRB participation

MEETING OBJECTIVES

- The two objectives of today's meeting are:
 - Discuss member comments on the SOP and reach agreement on its approval
 - Discuss ideas on ways to enhance the exercise, and reach agreement on the development approach and schedule

PART I

INTERIM SOP FOR THE

JTRB

PART II

NEXT JTRB EXERCISE

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
01. Presnetation	JTRB Exercise (5 pp.)		(b)(2)	

Collection:

Record Group: Bush Presidential Records
Office: Science and Technology Policy, Office of (OSTP)
Series: O'Neil, John F., Files
Subseries: Telecommunications Files
WHORM Cat.:
File Location: Joint Telecommunications Resource Board 1989

Date Closed: 6/2/2010	OA/ID Number: 62105-005
FOIA/SYS Case #: 2005-0336-F	Appeal Case #:
Re-review Case #:	Appeal Disposition:
P-2/P-5 Review Case #:	Disposition Date:
AR Case #:	MR Case #:
AR Disposition:	MR Disposition:
AR Disposition Date:	MR Disposition Date:

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P-1 National Security Classified Information [(a)(1) of the PRA]
P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P-3 Release would violate a Federal statute [(a)(3) of the PRA]
P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P-5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

Freedom of Information Act - [5 U.S.C. 552(b)]

(b)(1) National security classified information [(b)(1) of the FOIA]
(b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
(b)(3) Release would violate a Federal statute [(b)(3) of the FOIA]
(b)(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
(b)(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
(b)(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
(b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
(b)(9) Release would disclose geological or geophysical information

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)~~ wartime emergency. 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 emergency powers (formerly Section 606 and now Section 706) are have been invoked, there is ~~thus~~ a visible single authority for telecommunications resource management that ~~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 non-wartime 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 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 telecommunication 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, 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 telecommunication 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 telecommunication 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."

d. More recently, on January 19, 1988, a White House Memorandum announced Presidential approval of a National System for Emergency Coordination (NSEC). Its purpose is to provide timely, effective, and coordinated assistance to State and local governments in extreme catastrophic technological, natural, or other domestic emergencies of national significance. When the NSEC is activated, the Federal Government's response to major domestic crises will be consistent with current emergency plans,

and will use existing domestic and national security crisis information and management systems.

e. The NSEC calls for functional groups to be established at the national level to support and coordinate relief operations, assess problems, propose solutions and facilitate resolution of specific emergency functional needs. A Telecommunications Functional Group is one of the interagency functional groups which could be activated, depending on the nature of the crisis. The NSEC assigns responsibility for the Telecommunications Functional Group to the Office of Science and Technology Policy/National Communications System.

II. Purpose

a. The Joint Telecommunications Resources Board is hereby established to assist the Director, OSTP, in the exercise of those non-wartime emergency telecommunication functions assigned by E.O. 12472 and to support the OSTP/NCS as the Telecommunications Functional Group within the NSEC as prescribed by White House Memorandum dated 19 January 1988. 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 telecommunication policies and procedures.

III. Authorities-References

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).

c. White House Memorandum, National System for Emergency Coordination, 19 January 1988 (the NSEC Charter).

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 telecommunication facilities or services, and situations that may create the need for extraordinary telecommunication support, and to function as the Telecommunications Functional Group when the NSEC is activated. 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 activation of the JTRB 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 telecommunication 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 telecommunication installations or facilities, or major industry work stoppages with the potential to significantly affect telecommunication operations; and
- (5) significant curtailments in service on government telecommunication networks or facilities due to technical or operational problems, traffic situations, etc.
- (6) extreme catastrophic technological, natural, or other domestic emergencies of national significance in response to which the President has activated the NSEC and the National Coordinator has determined that the Telecommunications Functional Group should be activated.

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 operation centers as necessary.

d. When functioning as the NSEC Telecommunications Functional Group, the JTRB may also be supported by Regional Functional Groups authorized under the NSEC charter. It is envisioned that the regional functional groups for telecommunications will be organized and function in accordance with the procedures established in the National Plan for Telecommunications Support in Non-Wartime Emergencies.

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 Crisis Management Center (CMC), evaluate response and support requirements, and provide recommendations to appropriate Executive Office officials;
- (2) facilitate the concerted exercise of non-wartime emergency telecommunication authorities and responsibilities by individual Federal entities;
- (3) advise and assist in the resolution of competing demands for telecommunication 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 telecommunication policies and procedures;
- (5) as the Interagency Functional Group for Telecommunications within the NSEC, conduct risk assessments, identify and prioritize contingencies for which emergency plans are needed, provide external liaison and situation assessments, and test Federal emergency responses structures and plans.

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 telecommunication implications is brought to the attention of the CMC and the Chairman, JTRB, in a coordinated manner.

(b) The FCC will ensure that the views and concerns of private sector telecommunication entities are conveyed to the Director, OSTP, and the JTRB, and will articulate private sector interests in situations where there are competing private sector and Government requirements.

(c) 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 telecommunication 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 telecommunication 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 telecommunication facilities or services; or (b) they create a need for extraordinary telecommunication support. Examples of situations that could be judged to pose significant threats to telecommunication 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 telecommunication 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 and the NSEC charter, the Director, OSTP, shall chair the JTRB and serve as the NSEC National Coordinator if designated by the President under NSEC provisions.

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.

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
02. Minutes	JTRB Meeting minutes (3 pp.)	2/11/88	(b)(2)	

Collection:

Record Group: Bush Presidential Records
Office: Science and Technology Policy, Office of (OSTP)
Series: O'Neil, John F., Files
Subseries: Telecommunications Files
WHORM Cat.:
File Location: Joint Telecommunications Resource Board 1989

Date Closed:	6/2/2010	OA/ID Number:	62105-005
FOIA/SYS Case #:	2005-0336-F	Appeal Case #:	
Re-review Case #:		Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P-1 National Security Classified Information [(a)(1) of the PRA]
 P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]
 P-3 Release would violate a Federal statute [(a)(3) of the PRA]
 P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
 P-5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
 P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

Freedom of Information Act - [5 U.S.C. 552(b)]

(b)(1) National security classified information [(b)(1) of the FOIA]
 (b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
 (b)(3) Release would violate a Federal statute [(b)(3) of the FOIA]
 (b)(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
 (b)(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
 (b)(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
 (b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
 (b)(9) Release would disclose geological or geophysical information

Joint Telecommunications Resources Board Meeting
Room 248, Old Executive Office Building
Thursday, February 11, 1988, 10:00 - 11:00 a.m.

AGENDA

Opening Remarks	Chairman
JTRB Exercise Review and Recommendations (20 min.)	Mr. Belford
JTRB and the National System for Emergency Coordination (15 min.)	COL Wood
JTRB Response and Coordination Procedures (10 min.)	Mr. Belford
Open Discussion (10 min.)	
Closing Remarks	Chairman

Joint Telecommunications Resources Board Meeting
Room 248, Old Executive Office Building
Thursday, February 11, 1988, 10:00 - 11:00 a.m.

Attendees

Office of Science and Technology Policy

Dr. William R. Graham, Chairman
Dr. Thomas P. Rona
Ms. Michelle K. Van Cleave
COL Jack B. Wood

Department of Defense

Thomas P. Quinn, Acting Asst. Secy. of Defense(C³I)
Ms. Diane Fountaine, Ofc of the Asst. Secy. of Defense(C³I)

Department of Commerce

Charles Schott, Deputy Asst. Secy for Comm. and Info.
Richard Parlow, Asst. Deputy Secy. for Comm. and Info.

Federal Communications Commission

Edward J. Minkel, Managing Director

National Security Council

John G. Grimes, Dir., National Security Telecommunications

General Services Administration

Frank C. Carr, Comm. Info. Resources Mgt. Services

National Communications System

LTG John T. Myers, Director
Ben Morriss, Deputy Manager
COL Lawrence Gordon, Assistant Deputy Manager
Col Robert Sparks, Assistant Manager and Manager, NCC
William Belford, Deputy Manager, NCC

Federal Emergency Management Agency

Bruce Campbell, Asst. Assoc. Dir. for Info Resources Mgt.
Lawrence K. Berenson, Dep. Asst. Assoc. Dir. Info Resources

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)~~ wartime emergency. 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 emergency powers (formerly Section 606 and now Section 706) are have been invoked, there is ~~thus~~ a visible single authority for telecommunications resource management that ~~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 non-wartime 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:

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- (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 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 telecommunication functions to the National Security Council and the Director of the Office of Science and Technology Policy as follows:

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(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."

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

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

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- (2) major failures or disruptions of overseas transmission systems (ocean cables, satellites, earth stations) or the interruption or drastic reduction in telecommunication services to foreign countries beset by major disasters, emergencies, or internal problems;
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d. When functioning as the NSEC Telecommunications Functional Group, the JTRB may also be supported by Regional Functional Groups authorized under the NSEC charter. It is envisioned that the regional functional groups for telecommunications will be organized and function in accordance with the procedures established in the National Plan for Telecommunications Support in Non-Wartime Emergencies.

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

- (1) as requested, review information submitted to the Chairman, JTRB, and the Crisis Management Center (CMC), evaluate response and support requirements, and provide recommendations to appropriate Executive Office officials;
- (2) facilitate the concerted exercise of non-wartime emergency telecommunication authorities and responsibilities by individual Federal entities;
- (3) advise and assist in the resolution of competing demands for telecommunication 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 telecommunication policies and procedures;
- (5) as the Interagency Functional Group for Telecommunications within the NSEC, conduct risk assessments, identify and prioritize contingencies for which emergency plans are needed, provide external liaison and situation assessments, and test Federal emergency responses structures and plans.

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 telecommunication implications is brought to the attention of the CMC and the Chairman, JTRB, in a coordinated manner.

(b) The FCC will ensure that the views and concerns of private sector telecommunication entities are conveyed to the Director, OSTP, and the JTRB, and will articulate private sector interests in situations where there are competing private sector and Government requirements.

(c) 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 telecommunication 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 telecommunication 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 telecommunication facilities or services; or (b) they create a need for extraordinary telecommunication support. Examples of situations that could be judged to pose significant threats to telecommunication 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 telecommunication 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 and the NSEC charter, the Director, OSTP, shall chair the JTRB and serve as the NSEC National Coordinator if designated by the President under NSEC provisions.

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.

THE WHITE HOUSE

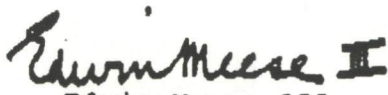
WASHINGTON

19 January 1988

MEMORANDUM FOR THE DOMESTIC POLICY COUNCIL

SUBJECT: National System for Emergency Coordination

Pursuant to Domestic Policy Council meetings on this subject, the President has approved a National System for Emergency Coordination. The system's purpose, principles, activation and operational responsibilities are outlined in the attachment to this memorandum. Department and agency heads are encouraged to ensure that organizations and staff members are prepared to carry out their respective operational responsibilities.


Edwin Meese III
Chairman Pro Tempore

NATIONAL SYSTEM FOR EMERGENCY COORDINATION

Purpose: The National System for Emergency Coordination is a mechanism for ensuring that the Federal Government provides timely, effective, and coordinated assistance to States and local governments in extreme catastrophic technological, natural or other domestic disasters of national significance. Responsibilities currently assigned to Federal departments and agencies by statute or other authority, and existing emergency management systems and capabilities are an integral part of this response system and will be used when possible.

Principles:

(a) The primary responsibility for public health and safety in the event of a domestic emergency resides with the States. For certain extreme emergencies (i.e., those requiring coordinated action by a number of agencies or immediate relief to a widespread area) Federal responses are mandated by statute, or may otherwise be appropriate.

(b) The Federal Government may provide support in life saving and life protecting operations when requested by State or local governments, or when otherwise appropriate. Assistance may be provided directly to a local government in cooperation with the State government.

(c) Federal assistance will ordinarily be provided by Federal regional offices and field elements, such as disaster field offices, located nearest to the crisis site.

(d) The Federal Government's response to major domestic crises will be consistent with current emergency plans, and existing domestic and national security crisis information and management systems will be used.

System Activation: When an extreme emergency occurs, the Executive Office of the President (EOP) official responsible for Cabinet affairs will consult with the National Security Council and appropriate Executive Branch departments and agencies to develop specific action plans for consideration by the President,

the Cabinet and other officials as necessary. Only the President may activate the system. If he does, the Cabinet Affairs Office will be responsible for apprising the President of developments and decisions that may be needed.

Operational Responsibilities:

(a) Federal departments and agencies shall respond to potential crises in their respective areas of cognizance.

(b) Federal interagency functional groups.

(1) Federal interagency functional groups will be established to support and coordinate relief operations in extreme emergencies, consistent with those currently called for in existing emergency plans such as the Plan for Federal Response to a Catastrophic Earthquake. These groups will assess problems, propose solutions, and facilitate resolution of specific emergency functional needs.

(2) Lead agencies have been designated for each functional group on the basis of recognized leadership roles, resources, inherent authorities, and/or relevant expertise.

(3) To the extent possible under existing authorities, interagency functional groups will also, in their respective areas of cognizance: conduct risk assessments; identify and prioritize contingencies for which emergency plans are needed; provide external liaison and situation assessments; and test Federal emergency response structures and plans.

(4) Interagency functional groups will be established to facilitate communications, economic affairs, energy, human services, legal and law enforcement, transportation and other functions needed to mitigate the crisis. Leadership and membership are to be based on statutes, Executive Orders, interagency agreements, and logical extensions of normal responsibilities.

(c) The Federal Emergency Management Agency (FEMA) will be prepared to consult with and assist Federal departments and agencies in planning for and responding to all types of emergencies, as listed below.

(d) National Coordinator.

(1) The President may designate a National Coordinator as his representative to coordinate Federal support operations during extreme emergencies.

(2) The National Coordinator would ordinarily be a senior official of a department or agency having assigned responsibilities for the following specified types of emergencies:

Natural disasters.....	FEMA
Health or medical.....	DHHS
Terrorism..... (less airborne hijacking)	DOJ
Energy.....	DOE
Nuclear weapon, reactor, facility accident.....	DOE or DOD ("owner")
Accident at licensed nuclear power plant.....	NRC
Environmental..... (less some water related incidents but including chemical plant accidents)	EPA
Transportation..... (including airborne hijacking and some water related environmental incidents)	DOT
Economic disruption.....	TREAS
Telecommunications.....	OSTP/NCS

(3) Based on the nature of the crisis, the National Coordinator would determine which interagency functional groups should be activated.

(e) Federal Coordinating Officer.

(1) One or more Federal Coordinating Officers (FCO) may be appointed as the President's on-scene representative(s) when necessary. The FCO would ordinarily be a senior field official of the same Federal department or agency as the National Coordinator, and would be responsible for coordinating the Federal response at the emergency site(s).

(2) FCOs would report to the National Coordinator.

(3) Based on the nature of the crisis, the FCO(s) would determine appropriate regional functional groups to be activated.

(f) State Coordination.

(1) If the President activates the system, the Director of the Federal Emergency Management Agency will notify the Governors of affected States and territories about the Federal Government's plan of action.

(2) The National Coordinator or an FCO may ask the Governor of a State requesting Federal assistance to appoint a State Coordinating Officer to coordinate State and local government response efforts with those of the Federal Government.

(3) States would be expected to interact with FCOs to indicate their need for Federal assistance, and to coordinate the use of Federal assistance.